Unemployment Insurance Review

April–May 1967

In this issue

Stories of Progress

UI Agreement Between Canada and the United States—25th Anniversary

Unemployment Insurance in Canada

Canada and the Interstate Benefit Plan

Starting Unemployment Compensation in Wisconsin

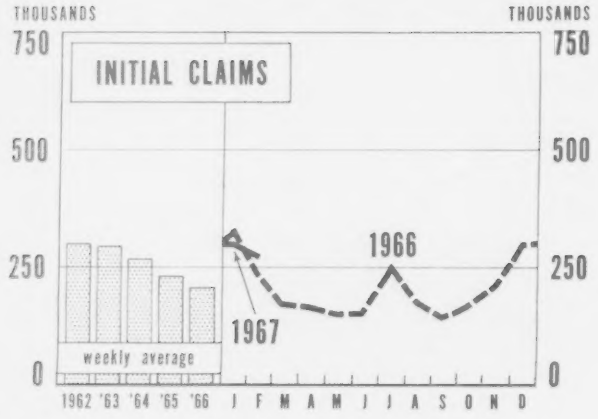
Also

Outservice Training for State UI Personnel

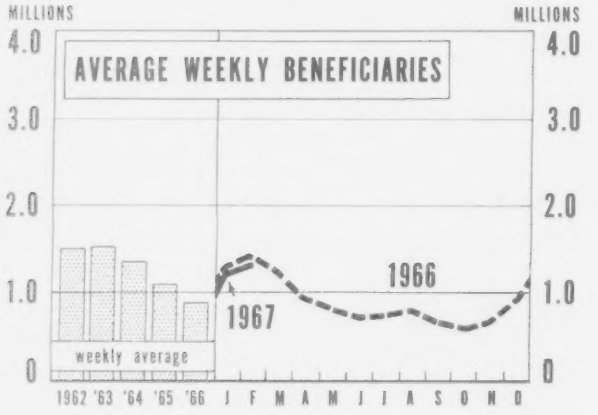
UNITED STATES DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

UNEMPLOYMENT INSURANCE ACTIVITIES

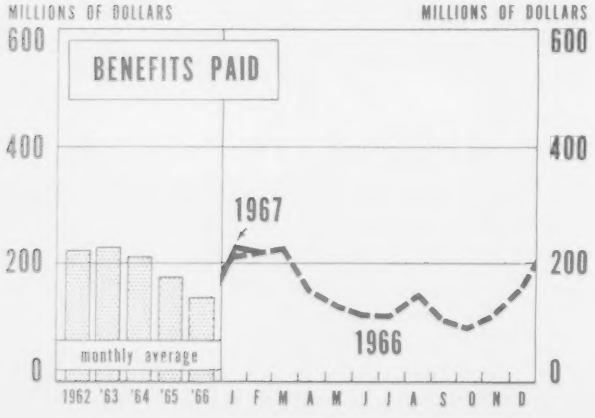
UNDER STATE PROGRAMS



Initial claims under State programs averaged 266,900 per week in February—down 11 percent and less than seasonal for this time of year. Compared with a year earlier, initial claims were some 12 percent higher.



In February, the number of beneficiaries receiving payments under State unemployment insurance programs averaged 1,349,500 per week. This was up 6 percent from January but 5 percent lower than a year earlier, and the lowest February average since 1956.



Benefits paid to jobless workers under State programs totaled $219.5 million in February—about $5.3 million below January but $2.3 million higher than a year earlier.

Unemployment Insurance Review

April–May 1967
Vol. 4, Nos. 4 and 5

U.S. DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator

UNEMPLOYMENT INSURANCE SERVICE
William U. Norwood, Jr., Director

HARRY F. MULLALY, Editor

CONTENTS

ARTICLES

Stories of Progress ii

UI Agreement Between Canada and the U.S.—25th Anniversary 2

Unemployment Insurance in Canada 4

Canada and the Interstate Benefit Plan ... 14

Starting Unemployment Compensation in Wisconsin 17

Outservice Training for State UI Personnel 25

DEPARTMENTS

Unemployment Insurance Decisions 30

Trends in the Economy 31

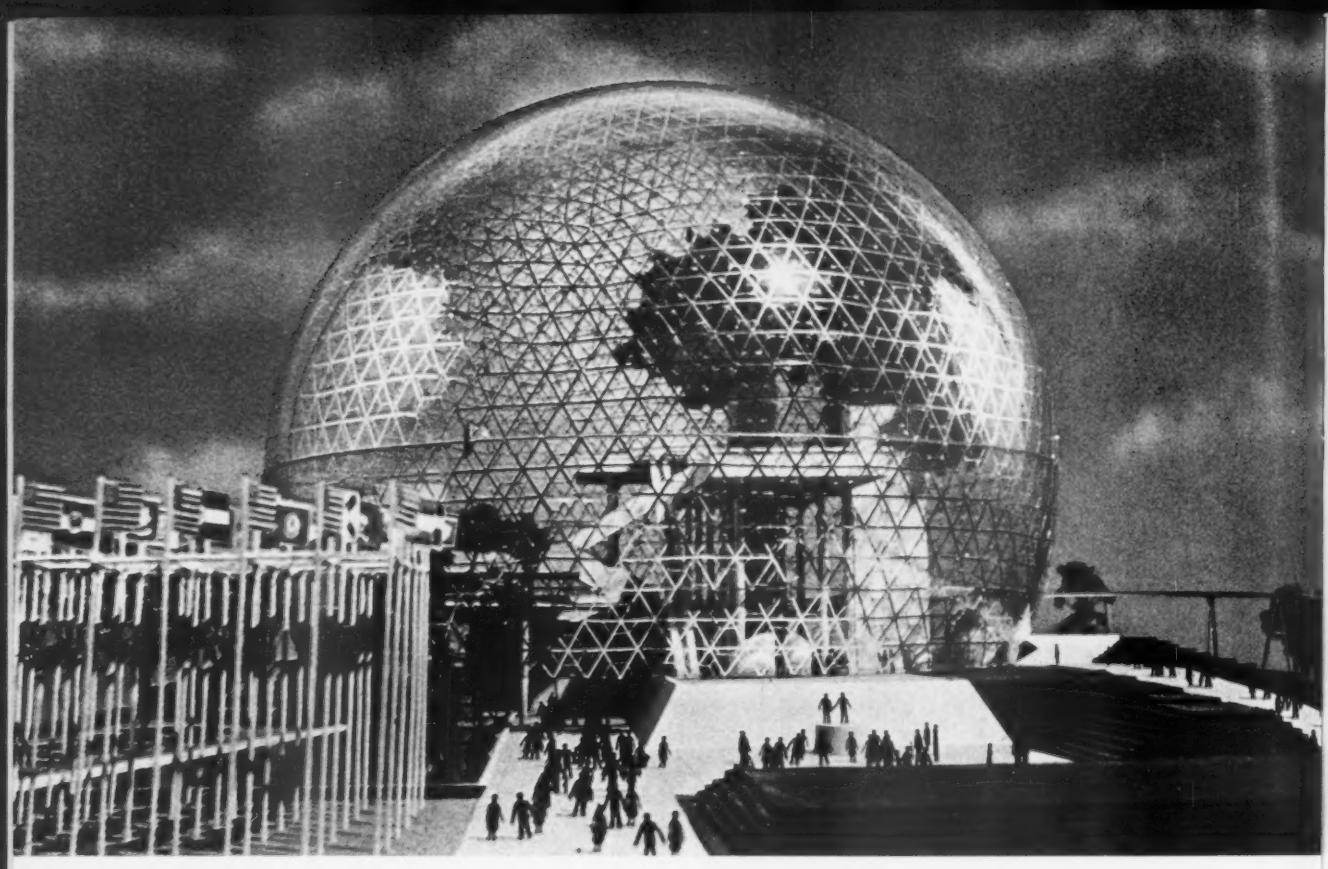
Insured Unemployment 35

Summary Statistics:

Tabulations 38

Charts ..... Cover 2, 33, 35

Maps 36



United States pavilion geodesic dome—Expo 67

STORIES OF PROGRESS

ANNIVERSARY CELEBRATIONS are useful occasions to recall the significance of the events they mark, to measure the value and progress of actions these events have set in motion, and to envision the future course of present purposes. The year 1967 is notable for a number of special anniversaries that occur in the social and political history of North America. An important date in political history is marked on July 1, 1967—the 100th anniversary of the Confederation of the Provinces of Ontario and Quebec, Nova Scotia, and New Brunswick into the nation of Canada. Millions of people from 70 nations will visit Canada this year to participate in the celebrations marking this centennial and to attend Expo 67—the universal and international exposition in the city of Montreal. That exhibition is an inventory of contemporary man. Visitors will see displays on what man has done with the atom, electronics, with his land and cities, and with himself. They will note, too, what social progress man has made to better his life on earth. They will also see how a nation of 20 million citizens with one of the highest standards of living in the world, recalls its past, honors the present, and opens a window on the future.

In reviewing the past, Canada marked during the past year the successful operation of the first 25 years of one of her important social insurance measures—the unemployment insurance program,

whose story is told in the following pages. Canada also joins with the United States in marking another event in social insurance history, the 25th anniversary, on April 12, 1967, of the inauguration of the Agreement Between the Government of Canada and the Government of the United States which established the basis for cooperation by the Canadian Unemployment Compensation Commission in the Interstate Benefit Plan, on a reciprocal basis, with the States in our Federal-State unemployment insurance system. We congratulate the Commission on the very successful implementation of this Agreement during the past quarter century, and the excellent cooperation and degree of understanding provided by the Commission in all efforts to make the arrangement a truly effective one.

The Agreement is unique in the fact that it is the only such arrangement respecting unemployment compensation that the United States has entered into with any other country. It is also unique in that it has provided a mutual procedure for the handling of claims between two widely differing unemployment compensation systems—one a completely unified national scheme and the other a Federal-State system in which each State is responsible for its own program, and in which the State laws have marked variations. While there is a similarity of functions in both systems, there is also a sharp dissimiliarity in the method by which these functions come into operation. There are differences in coverage, in the method of contributions, in the qualification for benefit, and in the procedures for appeals.

Despite these wide differences, both systems have found a number of common problems, and we have profited from a mutual discussion of them, not only at meetings of the Interstate Benefit Committee of the Interstate Conference of Employment Security Agencies, but through the day-to-day operations of the interstate system. These conferences and contacts have not only helped to clarify and to aid in the understanding of each other's laws and procedures, but have often helped to discover more satisfactory methods for the administration of the respective programs to speed service and the adjudication of claims. Not only has there been a mutually satisfactory flow of workers and benefit claimants between the countries, but also of useful ideas for improving service to these workers and to the study of necessary adjustments the two systems need to make in facing the changing nature of our economic and labor forces. The fact that 46 of the States are cooperating under the Agreement is a tribute to its viability and success, and we hope all of them will soon be included in the arrangement.

The States in their turn also had occasion this year to mark another date in social insurance history that was important to them in the development of their individual laws. January 28, 1967, was the 35th anniversary of the signing of the Wisconsin Unemployment Reserves and Compensation Act, the first unemployment compensation measure to be enacted in the United States. The Wisconsin law helped to influence the development of unemployment insurance principles and programs, and to pave the way for the passage of the various State laws throughout the United States in connection with the Social Security Act of August 14, 1935. The story of the beginnings of that pioneering law as told by that State's recently retired and long-time Unemployment Compensation Director, Paul A. Raushenbush, is also found in the succeeding pages. It records the great contribution of Wisconsin's citizens, John R. Commons, Edwin A. Witte, Elizabeth Brandeis, Arthur J. Altmeyer, and others, to the development of the Wisconsin law and the creation of the Federal-State system.

And so, this issue of the *Unemployment Insurance Review* takes special note of these historic dates, and we take this opportunity to congratulate our Nation's good neighbor Canada on the occasion of the 100th anniversary of her nationhood, and to look forward to the continued successful cooperation of the two countries in the Agreement for the interstate program. We also congratulate the State of Wisconsin on the 35th anniversary of the Wisconsin law and on the contribution of its distinguished citizens to the progress of social insurance in America.

WILLIAM U. NORWOOD, JR.
Director
Unemployment Insurance Service

Parliament buildings, Ottawa, capital of Canada

UI Agreement Between Canada and the United States*

25th Anniversary

WHEN CANADA INTRODUCED its unemployment insurance scheme in 1941 it was quickly perceived that, because of the considerable amount of movement of workers between Canada and the United States, claims for benefit would from time to time be made by unemployed persons residing in the United States who had worked in Canada in employment that was insurable under Canadian law. Similarly, claims would be made by persons residing in Canada who had worked in insurable employment in one or more of the States of the U.S.A. In the short time since unemployment compensation had come into operation in the United States the individual States, each operating its own State scheme, had already found it necessary to make an arrangement among themselves

**This article was prepared especially for this issue of the* Unemployment Insurance Review *by the Unemployment Insurance Commission of Canada, Laval Fortier, Chief Commissioner.*

for coping with the same problem. It was therefore clear that some kind of arrangement between Canada and the United States would be needed also. In late 1941 and early 1942 conversations took place between United States and Canadian unemployment insurance authorities in order to work out the broad lines for such an arrangement. The plan agreed on was ratified by an exchange of notes between the Governments of Canada and the United States and came into force in April 1942.

Two factors that went far to facilitate the agreement were the common language of the two countries and the similarity of currency. On the other hand problems were created by three other factors. First, whereas Canada had a single countrywide federally operated plan of unemployment insurance, the United States had a combined Federal-State system. It was impractical for Canada to negotiate with all States individually. Therefore the negotiations were carried on with the Federal authorities but were aimed at an agreement that would make due allowance for State rights. Second, the United States had already set up a Federal unemployment insurance plan for railway workers that put them outside the scope of the State unemployment compensation plans. Third, under the schemes in the United States it was easy, for the purpose of measuring attachment to insured employment and of computing entitlement, to pool the earnings a claimant had acquired in two or more States, as under all the State plans it was the earnings that were utilized for this. Under the Canadian plan attachment was measured and entitlement determined by the contributions jointly paid by the claimant and his employer and recorded in the claimant's insurance book. These were commonly recorded by the employer affixing weekly unemployment insurance stamps of the appropriate denomination in the insurance book. No ready way could be found to translate the stamps in the book into the exact equivalent in earnings. Consequently a reciprocal arrangement between Canada and the United States would have to exclude any idea of pooling or integrating periods of employment in the two countries.

Accordingly the agreement that was made between the governments of Canada and the United States, while patterned after the Interstate Agreement in force among the States, provided that

(a) participation by each of the States was recommended but was not mandatory;
(b) the agreement would not apply to employment that was subject to the Railroad Unemployment Insurance Act of the United States;
(c) in respect of the participants each jurisdiction (i.e. any State or Canada) would adjudicate claims filed against it in accordance with its own law but would accept as satisfactory the fulfillment of the registration requirements of the State that took and transmitted the claim;
(d) if an unemployed person had credits based on periods of insurable employment in both Canada and the United States, he would make separate claims against each and these would be dealt with in an agreed sequence without any integration of the respective credits.

On the recommendation of the U.S. Federal authorities some 40 of the States subscribed to the agreement within a few months, and in the next few years nearly all the rest did so. Only four States have not become participants. These are Alabama, Iowa, Maine and New Hampshire.

The agreement thus made in 1942 has remained substantially unchanged ever since, which is evidence that it has worked on the whole remarkably well. As each jurisdiction is responsible for claims only against its own fund, there is no need for any transfers between funds as under some of the reciprocal agreements between European countries. For simplified operation Canada very early adopted some of the basic interstate forms used by the States, such as those for recording Initial and Continued Claims, but each country or State continues to adjudicate claims under its own law. In the early stages some of the States had difficulty in some instances in determining where to direct interstate claims filed against Canada, but a good system of mutual exchange of information was soon evolved. This has been aided by the opportunity for discussion of mutual problems at such gatherings as the Interstate Benefit Conferences, which have been attended for many years by representatives of the Canadian Unemployment Insurance Commission.

Over the 25 years that the agreement has been in force an average of between 2,000 and 3,000 claims a year has been made in the United States

against Canada and about the same number made each year in Canada against the States collectively. Table below shows totals for period 1951 to 1966. While the total is not large, the fact that these claimants are thus able to utilize credits irrespective of where they are residing when unemployed has undoubtedly given them a greater sense of security and promoted good international feeling. The reciprocal dealings between the unemployment insurance agencies in Canada and the United States have probably given both a broader understanding of their respective systems than could have been acquired in any other way.

	Claims filed in—	
	U.S.A. against Canada	Canada against U.S.A.
1951	698	926
1952	713	808
1953	776	1, 201
1954	1, 236	1, 294
1955	1, 454	1, 757
1956	1, 202	1, 265
1957	1, 594	1, 197
1958	3, 144	2, 387
1959	4, 021	3, 540
1960	4, 541	2, 952
1961	4, 879	3, 616
1962	4, 059	4, 152
1963	3, 039	4, 154
1964	2, 971	3, 992
1965	2, 641	3, 756
1966	1, 845	3, 351
Average	2, 426	2, 522

Unemployment Insurance in Canada*

25 Years of Operation

LAST YEAR the Unemployment Insurance Commission completed its first 25 years of operation. After a quarter of a century, unemployment insurance remains one of the main income stabilizers in the Canadian economy. Since its inception, unemployment insurance benefits paid out of the Unemployment Insurance Fund have exceeded $5 billion. Annual benefit payments have averaged over $371 million during the past five years.

Unemployment insurance was first given consideration in Canada about 1919. No direct action was taken at that time but the great depression of the 1930's and the adoption of unemployment insurance schemes in the United States gave new impetus to study of the problem of unemployment in Canada. The report of the Royal Commission on Dominion Provincial relations in 1940 recommended that the Dominion Government should take over full responsibility for unemployed employables and made recommendations regarding the form of an unemployment insurance scheme. It also stated that with the responsibility for unemployed employables should go the right to enact and administer any scheme of compulsory unemployment insurance. It further recommended that the Dominion Government should be given the power, and exercise the power, to establish a Dominion-wide employment service. The Act of Parliament which set up the Unemployment Insurance Commission to administer the Unemployment Insurance Plan became law on 7 August 1940. Within the following eleven months, the necessary administrative machinery had been organized and insurance contributions first became payable on 1 July 1941.

**This article was prepared especially for this issue of the* Unemployment Insurance Review *by the Unemployment Insurance Commission of Canada, Laval Fortier, Chief Commissioner. Photos by courtesy of the Canadian Embassy.*

Structure

The Act is administered by the Unemployment Insurance Commission. The Commission is composed of three members who are appointed by the Governor-in-Council—The Chief Commissioner, one member appointed after consultation with organizations representative of workers, and the other appointed after consultation with organizations representative of employers. The Commission is an autonomous body that reports to Parliament through the Minister of Labour.

The organization of the Commission is composed of three levels—a head office, five regional offices and a number of area and district offices. The head office, which is located in Ottawa, is concerned with policies affecting management, procedures, methods and control pertaining to the administration and interpretation of the Act and Regulations, finances, public relations and staff matters. There are five regional offices located at Moncton, New Brunswick; Montreal, Quebec; Toronto, Ontario; Winnipeg, Manitoba; and Vancouver, British Columbia. The regional offices, each under the jurisdictional authority of a regional director, are concerned with the administration and control of the Commission's business within the region and are organized along the lines of the head office. The area and district offices, which are located in the larger centres across the country, are directly responsible to the regional directors and operate the unemployment insurance service for the public.

Coverage

Every person employed in Canada under a contract of service or apprenticeship, other than those in certain excepted employments designated by the Act, comes under the Canadian unemployment insurance scheme. When the Act came into force in 1941, well over 2 million workers, or 80 percent of the wage earners in Canada, came under the scheme. In general, the Act covered all employees who did not earn more than $2,000 per year, with the exception of workers employed in agriculture, horticulture, forestry, fishing, water or air and stevedoring, domestic service, charitable institutions or hospitals not seeking profit, professional nursing or teaching, the armed forces, the police forces, and certain parts of the public service.

Since the introduction of unemployment insurance in 1941, covered employment has been extended to all major fields of employment with the exception of self-employment, the teaching profession and private domestic service. For the most part, coverage has been extended on a compulsory basis and voluntary coverage has been allowed only where there are unusual circumstances. A voluntary extension was allowed in connection with employment in non-profit hospitals and charitable institutions. Under voluntary coverage for these institutions, the employer consents to cover all or specified categories of employment with the concurrence of the Unemployment Insurance Commission. The employer's consent must remain in effect for at least one full year and can be revoked only at the end of a calendar year with advance notification of at least one month to the Unemployment Insurance Commission.

Photo by Malak, Ottawa

The pulp and paper industry of Canada is one of the major industrial enterprises of the world. Shown here is a huge paperwood pile in yards at Hull, Quebec.

Coverage was extended to employment in transportation by air in 1945 and transportation by water in 1946. Employment in lumbering and logging, a major industry in Canada, was covered first in one province (British Columbia) in 1946 and in the rest of Canada in 1950. In 1956, other employment in forestry was made insurable.

Until 1 April 1957 coverage under the Act applied only to persons engaged under a contract of service. The extension of coverage to the fishing industry on 1 April 1957, however, brought under the Act not only the fishermen who worked under a contract of service but also those who worked as self-employed fishermen. This exten-

Salmon fishermen in British Columbia transferring their catch from seine net to ship's hold with a hand brailer.

National Film Board of Canada

sion of coverage necessitated a radical departure from the normal rules for coverage because most fishermen are self-employed. To overcome that difficulty, the buyer of the fishermen's catch was deemed the employer of the fishermen for the week in which the sale was made.

Initially, all employees earning more than $2,000 per year were excepted from coverage. This provision has been modified on eight occasions since 1941. It no longer applies to employees paid by the hour, day or on piecework. These employees are covered regardless of the amount of their earnings. At present, only employees paid on a salary or commission basis earning more than $5,460 per year are excepted from coverage because of the amount of their earnings and they may voluntarily elect to continue as insured persons when they have a previous history of insured employment.

The latest and one of the most significant extensions of coverage will come into effect 1 April 1967, when employment in agriculture and horticulture, except for employees having a close family relationship with the employer, will become insurable on the same basis as other industrial employment. It could be said that Canada is pioneering in this field as other countries with comparable agricultural industry have not covered agricultural employment on a national basis fully integrated with an existing unemployment insurance plan.

Contributions

The Unemployment Insurance Fund is built up by monies received from the employee, the employer and the Government. This tripartite acceptance of social responsibility in the matter of unemployment dominates the administrative procedures of the Canadian scheme with the result that good employer-employee relations are engendered through the realization that common interests exist among those who contribute to a common fund. The amount of contributions made by an employer and by individual employees varies according to a graded scale. Under the present Act, employers and employees make equal contributions to the Unemployment Insurance Fund and the Dominion Government adds an amount equal to 20 percent of their total contributions and, in addition, defrays the costs of administration.

The employer is responsible for the collection and payment of contributions for his employees. The employer must make the full contribution but he may deduct the employee's share from his current wages. Contributions may be made by means of unemployment insurance stamps, meter impressions, or by monthly remittances.

TABLE 1.—Weekly Contributions

[In dollars]

Class	Earnings in a week	Weekly rate of contributions		Total contribution
		Employee	Employer	
0	Less than 0.90 daily [1] (or under 16 years of age) [2]	0. 09	0. 18	0. 27
1	5.40 to 7.40	0. 12	0. 21	0. 33
2	7.50 to 9.59	0. 15	0. 25	0. 40
3	9.60 to 11.99	0. 18	0. 25	0. 43
4	12.00 to 14.99	0. 21	0. 25	0. 46
5	15.00 to 19.99	0. 24	0. 27	0. 51
6	20.00 to 25.99	0. 30	0. 27	0. 57
7	26.00 and over	0. 36	0. 27	0. 63

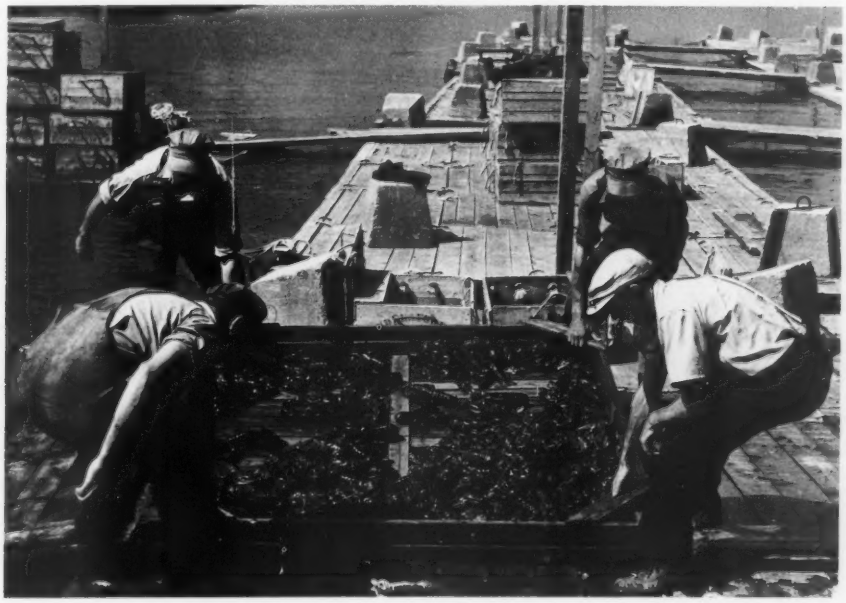
[1] The daily rate of contribution is one-sixth the weekly rate.
[2] Paid on behalf of employee by employer.

Contributions were originally made on a daily basis, the employer inserting one-sixth of a weekly unemployment insurance stamp (stamps were perforated into six sections) for each day worked. Table 1 shows the contributions rates when unemployment insurance came into operation on 1 July 1941.

In determining the earnings of an insured person for contribution purposes, his gross remuneration, including any payment for overtime is taken into consideration. The provision of meals, shelter, etc., as part of the contract of service, is also regarded as earnings. Contributions due for each pay period must be affixed in the employee's insurance book within 72 hours after the date on which the wages are payable, and immediately on separation from employment. Every employee has the right to inspect his book at reasonable times, while it is in the employer's custody, to satisfy himself that appropriate contributions have been made on his behalf.

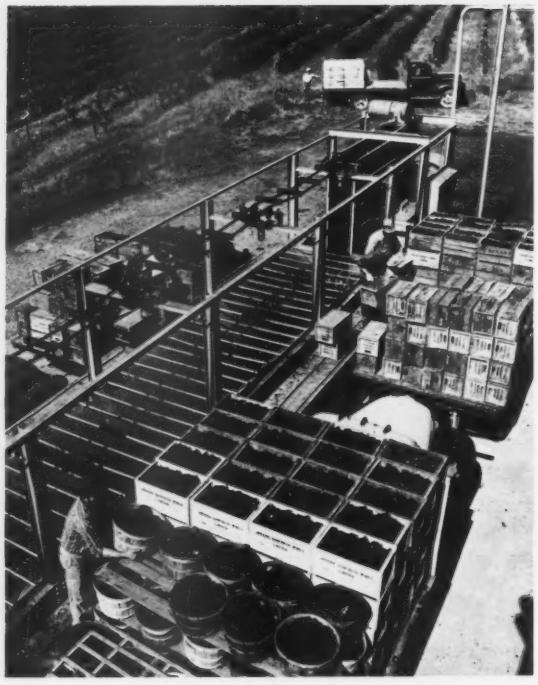
At present, over 328,000 employers pay contributions by means of unemployment insurance stamps, about 500 employers utilize postage meter machines which make a meter impression in the insurance book, and some 19,000 employers make monthly remittances to one of the five regional offices. This is commonly referred to as the bulk payment method.

In recent years there has been an increasing trend towards the use of the bulk payment method of making contributions. This system was originally restricted to large employers with at least 200 employees on their payroll. However, the restrictions for the use of the bulk payment system have been eased and now more and more employers, large and small, are turning to this



Prince Edward Island fishermen bring in a catch of lobsters.

National Film Board of Canada



National Film Board of Canada

Workers unloading grapes from a southern Ontario vineyard prior to crushing.

method. While the 19,000 employers now making contributions by means of the bulk payment method represent only 5 percent of all registered employers, nevertheless they cover some 52 percent of the insured population. The total number of persons presently being insured is approximately 5,200,000.

Effective 2 October 1955, contributions were changed from a daily basis to a weekly basis, contributions being made on the insured person's gross earnings for the week regardless of the number of days worked. Table 2 shows the current rates of contribution which came into effect in 1959.

Employer's records are audited periodically to ensure that all insurable employees are covered by unemployment insurance and that proper contributions are being made. This not only serves to protect the Fund but it safeguards the employee's potential benefit rights.

In the spring of 1964, for purposes of unemployment insurance and the newly instituted Canada and Quebec Pension Plans, unemployment insurance numbers which had been used since the scheme came into operation were replaced by social insurance numbers. This was a major undertaking which resulted in some 6.3 million new registrations and allocations of social insurance numbers by the end of the 1964–65 fiscal year.

Benefit

Benefit is payable to a claimant when he is unemployed, capable of and available for work, unable to obtain suitable employment and is free from disqualification subject, of course, to his having the requisite number of contribution weeks and his meeting other conditions which are set out in the Unemployment Insurance Act and Regulations. The responsibility for the adjudication of all claims for benefit rests in the first instance with special adjudicating officers of the Unemployment Insurance Commission known as insurance officers who are situated at various points across the country.

To qualify for benefit in the first instance a claimant must have at least 30 contribution weeks in the 104 weeks preceding his claim, 8 of which must be in the last 52 weeks. An extension of the qualifying periods may be granted for reasons such as when the claimant has been incapacitated, self-employed or working in non-insurable employment.

If the claimant meets the contribution qualifying requirements, a benefit period is established which generally runs for 52 weeks from the commencement of the claim, unless the claimant exhausts his benefit entitlement prior to this time.

TABLE 2.—Rates of Contribution, 1959

Range of weekly earnings	Employee's share $	Employer's share $	Weekly contribution $
Up to $8.99	0. 10	0. 10	[1]0. 20
$9.00–$14.99	. 20	. 20	. 40
$15.00–$20.99	. 30	. 30	. 60
$21.00–$26.99	. 38	. 38	. 76
$27.00–$32.99	. 46	. 46	. 92
$33.00–$38.99	. 54	. 54	1. 08
$39.00–$44.99	. 60	. 60	1. 20
$45.00–$50.99	. 66	. 66	1. 32
$51.00–$56.99	. 72	. 72	1. 44
$57.00–$62.99	. 78	. 78	1. 56
$63.00–$68.99	. 86	. 86	1. 72
$69.00 and over	. 94	. 94	1. 88

[1] Use one-half of a 40-cent stamp.

The claimant may be authorized one week of benefit for every two contributions made in the past 104 weeks.

When the Act first came into force, the benefit rate for a person without a dependent was 34 times the amount of his average weekly contribution, and for a person with a dependent it was 40 times his average weekly contribution. Under the present Act, the claimant's weekly benefit rate is determined on the basis of the average rate of his most recent 30 contribution weeks preceding his benefit period. Table 3 shows the benefit rates that have been in effect since 1959.

The following persons may be claimed as dependents: the claimant's wife, husband or child; any of his blood relatives down to nephews and nieces; relatives by adoption or marriage down to brothers and sisters of the claimant's spouse. The dependent must be supported wholly or mainly by the claimant and must live in Canada or in one of the States of the U.S.A. with whom Canada has a reciprocal agreement. If the dependent claimed is other than the claimant's wife, husband or child, the claimant must also establish that he maintains the self-contained domestic establishment in which the dependent resides.

Seasonal Benefit

In 1950, supplementary unemployment insurance benefit was introduced for people who were unable to qualify for regular benefit during the winter months. The term "supplementary" benefit was subsequently changed to "seasonal" benefit. Under the current Act seasonal benefit may be paid

Photo by Malak, Ottawa

Experienced loggers sweep huge logs along the Tamacine River, 150 miles north of Ottawa during the spring log drive.

TABLE 3.—Rates of Benefit, 1959

Range of average weekly contributions	Weekly rate of benefit	
Cents	Person without dependent	Person with dependent
Less than 25	$6.00	$8.00
25 and under 34	9.00	12.00
34 and under 42	11.00	15.00
42 and under 50	13.00	18.00
50 and under 57	15.00	21.00
57 and under 63	17.00	24.00
63 and under 69	19.00	26.00
69 and under 75	21.00	28.00
75 and under 82	23.00	30.00
82 and under 90	25.00	33.00
90 and over	27.00	36.00

in the period from the week in which 1 December occurs to the week in which 15 May next occurs each year. The claimant who fails to qualify for regular benefit may receive seasonal benefit if he has at least 15 contribution weeks since the preceding March, or had a previous benefit period that terminated after the 15 May. The rate of benefit is the same as for regular benefit.

Claims Intake

The seasonal character of the claims intake is reflected in the large rise which occurs during the winter months each year. Beginning with the 1957–58 winter season, the peak claim load has occurred in December; prior to that winter, it was in January. To a large extent this is associated with commencing the payment of seasonal benefit in December rather than January, as was the case prior to 1957–58. The peak claimant total usually occurs in February. Of course during the period from 1 December to early May, large numbers of claimants terminate their regular benefit entitlement but become eligible immediately for further benefit under the seasonal benefit provisions of the Act. There is a sharp reduction in claimants at the end of the seasonal benefit period (i.e., the end of the week in which 15 May occurs).

Table 4 shows the number of initial and renewal claims filed per 1,000 insured persons. Because one person may file several claims during the course of the year, total claims substantially exceed the number of claimants.

Waiting Period

As a protection to the Unemployment Insurance Fund and to avoid a number of claims being filed for very short periods, the Act requires that a claimant serve a waiting period at the beginning of each benefit period (regular or seasonal). In the original instance the waiting period was nine days. This was subsequently reduced to six days and under the current concept of the Act, the waiting period is equivalent to the amount of a claimant's weekly benefit rate. Provision is made for the waiving of the waiting period in certain circumstances when a second benefit period immediately follows termination of a previous benefit period.

Allowable Earnings

In 1955 an allowable earnings provision was introduced in the Act. If a claimant is working less than full time as an employee, his weekly earnings are deducted from his benefit entitlement, with the exception of a stipulated amount known as allow-

TABLE 4.—Insured Population and Claims Filed (Initial and Renewal) per 1,000 Insured Persons, 1942–65

Year	Insured population 000's	Claims per 1,000 insured	Year	Insured population 000's	Claims per 1,000 insured
1942	2,302.5	11.7	1954	3,231.1	650.6
1943	1,997.7	18.4	1955	3,256.9	592.5
1944	2,209.9	41.1	1956	3,726.3	436.2
1945	2,198.8	134.8	1957	3,807.3	623.3
1946	2,128.7	229.6	1958	4,055.1	685.7
1947	2,280.2	194.2	1959	4,072.9	596.2
1948	2,298.3	282.4	1960	4,109.6	657.1
1949	2,610.2	357.8	1961	4,021.4	611.9
1950	2,618.6	439.2	1962	4,084.1	536.8
1951	3,007.9	380.4	1963	4,113.4	495.5
1952	3,090.2	450.2	1964	4,169.8	446.0
1953	3,150.7	533.1	1965	4,256.6	382.5

National Film Board of Canada

Cowboys tend a herd of cattle fording the Milk River in southern Alberta.

able earnings. The allowable earnings feature provides that where earnings in a week exceed 50 percent of the claimant's benefit rate, his weekly benefit payment is reduced by the excess.

Special Classes

Special regulations have been made regarding farmers and fishermen. A claimant, whose main occupation is farming, may be considered as unemployed during the farming off-season (1 October to 31 March) if he proves that he does not work on his farm during the off-season or that the work he performs is so minor in extent that it would not prevent him from accepting full-time employment. The payment of benefit to a fisherman is subject to special rules. During the seasonal benefit period, he is considered unemployed and available for work notwithstanding that he may be engaged in fishing and notwithstanding the extent of his fishing activities (which includes work incidental to making the actual catch, such as repair of nets, gear, etc.).

Prior to the amendments to the Unemployment Insurance Act in 1955, seasonal regulations were in effect for seasonal workers. Seasonal industries comprised transportation by water, stevedoring, and lumbering and logging. In addition, there were special regulations dealing with married women whereby a married woman was required to fulfill additional conditions for the receipt of benefit. With the change of the Act in 1955, the operation of seasonal regulations and married women regulations was discontinued.

Training Allowance Act—1966

The Training Allowance Act, 1966, was passed by Parliament and received Royal Assent on 16 June 1966. The Act provides that an insured person being trained under a programme of technical and vocational training provided by a Province, is not entitled to be paid benefit under the Act in respect of any week for which a Training Allowance is payable to him under that programme. However, a person taking such training is entitled to apply for an extension of the qualifying periods in respect of the period of his training. If the claimant already has established a benefit claim during the period under which he takes such training, the benefit period shall be increased by the aggregate of such times up to 156 weeks maximum for that benefit period. In other words, the duration of a regular benefit period may be increased in respect of the time for which a training allowance has been paid to the claimant. Thus, a benefit period may exceed the

52 weeks specified in the Unemployment Insurance Act, but the overall duration of the benefit period may not exceed 156 weeks.

Disqualifications and Appeal Rights

Over the years the principles relating to disqualifications from the receipt of benefit have remained basically the same. If a claimant is discharged for misconduct or voluntarily leaves his employment without just cause, he is subject to a disqualification for a period up to six weeks, and if the claimant is not available for work as required by the Act, he is not entitled to receive benefit. However, in 1953 provision was made that the payment of benefit would not be interrupted if a claimant became incapacitated for work due to illness, injury or quarantine.

If a claimant has been disqualified by the insurance officer, he is informed of the decision in writing. The disqualification notice also informs the claimant that he has the right of appeal to a board of referees within 30 days of the receipt by him of the notice.

A board of referees is generally composed of three persons, namely, a chairman (who is appointed by the Government), one member selected from a panel of employers' representatives, and one member selected from a panel of representatives of insured persons. None of these persons is an employee of the Unemployment Insurance Commission. There are some 54 boards of referees maintained at necessary points across Canada and in recent years boards of referees have heard some 20,000 appeals each year.

In certain circumstances there is a further right of appeal from a board of referees' decision to the Umpire, whose decision is final. The Umpire is appointed from the Judges of the Exchequer Court of Canada or of the Superior Courts of the Provinces of Canada. Since the inception of the Act, Umpires have dealt with over 2,650 appeals.

Payment Procedures

Over the years a number of changes have been made in the Commission's payment procedures. Originally all claimants were paid by benefit warrant (cheque). Subsequently, cash payment was brought into local offices for those claimants who reported in person. For claimants who resided too far from the local office to report in person, payment was made bi-weekly by mail.

In 1958, a system using unit record equipment was introduced in a few offices as an experiment. In succeeding years refinements took place and now a simple, economical method of paying benefit is in use and the payment of benefit by cash has been eliminated. Claimants report by mail, rather than in person, submitting bi-weekly report forms to their local office. Under the mechanized system, payments are produced by unit record equipment at a machine centre while the payment records remain in the local office in the claimant's home area, available for examination and inquiry response. Benefit payable is mailed direct to the claimant along with his next report card from one of the 14 machine centers across the country.

In an endeavour to further improve service to the public and to improve procedures for processing

Fiscal year ended 31 March	Revenue			
	Contributions (Gross less refunds)		Interest and Miscellaneous	Total net revenue
	Employer and employee $	Government $	$	$
To 1960	2, 364, 363, 231	472, 874, 228	265, 885, 229	3, 103, 122, 688
1961	225, 272, 961	55, 054, 592	2, 370, 791	332, 698, 344
1962	277, 788, 764	55, 557, 753	3, 306, 121	336, 652, 638
1963	286, 430, 082	57, 286, 016	2, 569, 849	346, 285, 947
1964	296, 585, 729	59, 317, 146	933, 895	356, 836, 770
1965	310, 751, 276	62, 150, 255	1, 750, 539	374, 652, 070
1966	328, 318, 697	65, 663, 739	4, 817, 219	398, 799, 655
1 April to 31 Dec. 1966	255, 864, 514	51, 173, 344	7, 469, 084	314, 506, 942

applications for benefit, the Commission has introduced a system which permits all claimants to file their applications for benefit by mail. Under its previous system, only persons who resided beyond a specified distance from the local office were permitted to make their application for benefit by mail. The purpose of the new system is to extend this privilege to all persons wishing to make application for benefit without regard to the place of residence. Application forms may be requested by telephone, by mail or in person at the local office. Thus an applicant is no longer required to call in person at the local office to have an application for benefit completed which means the complete processing of unemployment insurance benefit can be carried out by mail. This procedure not only enables claimants to avoid the expense and inconvenience that are often involved in reporting in person, but it allows a more orderly operation and utilization of Commission staff.

The Unemployment Insurance Fund

The following is a statement showing revenue received and benefit paid out of the Unemployment Insurance Fund from the inception of the Act until 31 March 1960, and for the fiscal years ending 31 March 1961, 1962, 1963, 1964, 1965, and 1966, together with the amounts covering the period 1 April 1966 to 31 December 1966:

Conclusion

When the Unemployment Insurance Act came into existence, it provided for a system of unemployment insurance and for a National Employment Service. The Unemployment Insurance Commission administered the National Employment Service until the end of March 1965, at which time it was transferred to the Department of Labour. National Employment Offices are now known as Canada Manpower Centres and come under the Department of Manpower and Immigration.

For the past two years the Commission has been in the process of consolidating and centralizing its operations and has discontinued its activities in many areas and transferred its operations to other localities. As the Commission is no longer responsible for the administration for the National Employment Service, the requirements for local offices are considerably reduced because mail service can be used extensively to carry out its functions.

At the present time the Commission is undertaking an intensive study with a view to further broadening its insurance coverage and raising the wage ceiling. The contribution system is also being reviewed and the question of increasing the weekly benefit rates is under active consideration.

We are now living in the computer age. What will the next 25 years hold in store for the unemployment insurance system in Canada? Only time will tell. However, the Commission is determined to keep abreast of the changing conditions in the Canadian economy and maintain a modern and efficient operation.

Insurance Fund

Expenditure			Balance in fund
Benefit payments			
Regular	Seasonal	Total	
$	$	$	$
2, 349, 420, 740	387, 809, 715	2, 737, 230, 455	365, 892, 233
406, 727, 776	107, 177, 948	513, 905, 724	184, 684, 853
352, 328, 227	102, 411, 212	454, 739, 439	66, 598, 052
318, 119, 374	85, 071, 797	403, 191, 171	9, 692, 828
287, 512, 778	78, 141, 940	365, 654, 718	874, 880
265, 660, 062	69, 370, 125	335, 030, 187	40, 496, 763
238, 280, 707	59, 532, 542	297, 813, 249	141, 483, 169
147, 036, 612	21, 941, 013	168, 977, 625	287, 012, 486

Canada and the Interstate Benefit Plan

GEORGE W. STUBBS

THE RECIPROCAL ARRANGEMENT of April 1942 between Canada and the United States for handling Interstate Benefit Plan claims opened the door for unemployed residents of both Nations to file claims for benefits in any local office of the participating States and Canada. At the same time it made necessary a number of procedural and administrative steps that had to be discussed and worked out to their mutual satisfaction.

However, given the spontaneous friendliness of the Canadian people, our modern transportation system, our fluid economy, and with no real barrier between the Nations, it is only natural to expect a spirit of cooperation in handling unemployment compensation matters arising under the plan. This spirit of cooperation has certainly been present throughout the past 25 years that Canada has been a participating member in the system, and, as a result, problems which otherwise could have been extremely difficult have been easy to overcome.

Top level representatives of Canada's Unemployment Insurance Commission have participated in conferences with the administrators of the unemployment insurance programs of various States and staff of the Federal Bureau of Employment Security. Canadian representatives regularly participate in the activities of the Interstate Conference of Employment Security Agencies, especially its Interstate Benefit Payments Committee. They have offered helpful suggestions toward improvement of the interstate benefit program.

Recently, in accepting an invitation for a representative from the Unemployment Insurance Commission of Canada to attend this year's meeting of the Interstate Benefit Payments Committee, Mr. Laval Fortier, Chief Commissioner, stated, "Such meetings provide an interesting and valuable experience and the kind of contact which is useful in the planning and administration of our program. They also enable us to exchange ideas, discuss problems, and learn of the latest developments with respect to the U.S.A. programs."

Throughout the years, the personnel representing the Canadian Agency have consistently demonstrated an attitude of dedicated interest in a mutually satisfactory program. All efforts have been directed toward a climate of cooperation and toward advancement of the long-term goals of unemployment insurance. Many excellent ideas have been generated through this cooperative working arrangement.

Effectiveness

Evaluation of the effectiveness of an arrangement of such magnitude as a reciprocal system for handling unemployment insurance claims—with all its ramifications—depends almost entirely on a study of the problems that develop. In the day-to-day transactions between operating units of the two Nations, so few complications have arisen that there is little to assess. The very small number of problems have all been worked out with a minimum of difficulty and to the benefit of all parties concerned. Evidence that the attitude of Canada's top officials permeates their entire organizational structure down through the ranks is regularly demonstrated. All requests for additional information or explanation are promptly and courteously answered. Never are there complaints or even subtle hints that the information requested might not be necessary.

Mr. Stubbs is Chairman, Interstate Benefit Payments Committee, Interstate Conference of Employment Security Agencies, and Director, Unemployment Compensation Division, Florida Industrial Commission.

George W. Stubbs, Chairman of the Interstate Benefits Payment Committee of the ICESA, and Florida's Unemployment Compensation Director, reviews a Canadian claim with Mrs. Greta Davis, Claims Examiner.

Florida Claims

The United States is one Nation and one People. Workers move about in search of better living conditions and better jobs and are not limited by State boundaries. As their movements have increased and the country has grown, so has the relative importance of the Interstate Benefit Payment Plan.

Some of these workers cross into Canada. The number filing claims in Canada against Florida has never been large. The peak was reached in 1960. Since then the volume has decreased, paralleling the overall decrease in claims due to the prosperity of both countries. At the time the liable State unit file was checked in late March of 1967, there were only 26 active claims being filed in Canada against Florida. While this is the time of year when fewest liable State claims are received, the low volume is remarkable in view of the increase in the number of workers who have accepted work in Canada in recent years and especially during the construction of the Expo 67 world exposition in Montreal.

Last year Canada, acting as agent for the State of Florida, took claims for 75 weeks of unemployment resulting in payment of benefits amounting to $2,251 to Florida workers who were unemployed in Canada. The following list shows the amounts of benefits paid to Florida claimants in Canada for the past 10 years:

Canada Claims Year	Florida Liable State Amount
1957	$2,007
1958	4,245
1959	3,737
1960	6,308
1961	4,916
1962	3,476
1963	3,866
1964	3,145
1965	3,755
1966	2,251

Considering the normal volume of claims paid in Florida or other States, this is a small percentage of the whole; but often items of small volume in the workload give the most trouble. This is not so in our reciprocal arrangement with Canada. In the 25 years of operation under the agreement, the Florida agency has yet to receive the first complaint from a local office regarding any action taken by the Canadian agency.

Many Canadians come to the States to find work at a time when their customary jobs do not exist.

260-566 O—67——2

Only a few file claims, and these have caused no complications. Many young Canadians get married and move to the States and find permanent jobs. They have the reputation of being fine employees and so are most acceptable to the employers.

The volume of Canadian claims filed in the Miami claims office has sharply decreased over the past 2 or 3 years. Formerly, approximately 25 to 30 new claims were filed weekly. This number has now decreased to one or two a week. At the present time, there are six to eight claimants reporting each week. This decrease is apparently attributable to the overall healthy economy in Canada, particularly in the Provinces of Quebec and Ontario where the majority of the claimants worked. Even though most of the Canadians from that area are vacationing in the wintertime to enjoy the sunshine, many have come to find work, so this extremely small number of claims is surprising.

Miami, Miami Beach, and particularly Surfside are well known to Canadians and are visited by them extensively. In fact, 60 percent (or about 10,000) of the tourists visiting Surfside annually are Canadians. The mayor of Surfside is an honorary citizen of Canada and proclaimed Canadian week starting Friday, March 10, 1967, when a Miss Canada was chosen from the Canadian girls in the area. The winner was awarded a trip to Expo 67.

The manager of the Miami claims office summed up the general attitude of Florida claims personnel when he stated, "We find the Canadians courteous and congenial. Some of them speak only French and this at times presents a communication problem, but interpreters can usually be found among the claimants' countrymen and this solves the problem."

Few Operating Problems

Florida and Canada have succeeded in finding satisfactory solutions to operating problems and particularly to those arising in the areas of appeals, fraud, and overpayment. The chief appeals referee of the Florida agency recently talked with one of the hearing officers from Canada who was visiting in Florida. The latter remarked, "Canada is most happy with the arrangements for the transmission of the evidence back and forth between our Provinces and the States." The chief referee commented, "Thus far, no appeal on a Florida claim filed in Canada has reached the courts of this State. If such were to occur, however, we do not anticipate any problem with the procedure, fact-finding, or method of supplying information in lieu of direct testimony."

The supervisor of the fraud and overpayment program of the Florida agency has also noted, "We have never had a prosecution-type case of a claimant filing against Canada. We have detected a few minor overpayments but the number and amount have been extremely minor." He added, "I have never seen a single overpayment or fraud case of an individual in Canada filing a claim against this State."

These comments, we believe, are indicative of a program well administered and closely supervised. Obviously this very satisfactory working arrangement is the result of the spirit of cooperation demonstrated by Canada and the members of the Interstate Conference.

Starting Unemployment Compensation in Wisconsin

PAUL A. RAUSHENBUSH

The only living witnesses of the signing of the Wisconsin U.C. law on January 28, 1932. Harold M. Groves, Elizabeth Brandeis, and Paul A. Raushenbush (holding a picture of the signing).

HOW DID WISCONSIN manage to enact its pioneer unemployment compensation law in January 1932—some 3 years before any other State, and 3½ years before the Federal Social Security Act effectively induced State laws in this field? There were favoring factors; but it also took quite a bit of doing in 1930 and 1931.

More than a decade of effort and discussion preceded Wisconsin's enactment. A major factor was the steady support given by the State Federation of Labor—starting in 1920, a dozen years before the American Federation of Labor began to favor such legislation. Wisconsin's labor leaders joined forces with a famous university professor of economics, John R. Commons, and his associates, to draft and support an American-style unemployment compensation measure more similar to State workmen's compensation laws than to European tripartite "insurance" programs.

The labor leaders and Commons knew that the

Mr. Raushenbush was Director of the Unemployment Compensation Department of the Wisconsin Industrial Commission from 1934 until his retirement at the close of January 1967. This article is Mr. Raushenbush's personal account of the events which led to the enactment of the Wisconsin U.C. law in 1932 and to the creation of the Federal-State unemployment insurance system as a part of the Social Security Act in 1935.

two "compensation" programs were different, and that most employers have more control over their industrial accidents than they do over their unemployment. But they favored, way back in 1920, treating jobless benefits as a business cost, to be financed by employers only—with premium variations based on benefit experience, to encourage steadier employment as much as practicable.

The first Wisconsin "U.C." bill was introduced in 1921 by Senator Henry Huber. The distinctive features of the "Huber Bill" were widely noted. Fairly similar bills were introduced in Wisconsin's legislature every 2 years, throughout the twenties. None came close to passing, but their public hearings and wide discussion helped to pave the way for eventual action.

Early in 1931 a new U.C. proposal gave fresh focus and impetus to the Wisconsin movement for legislation. Some months earlier, in 1930, Phil LaFollette had invited three young university teachers of economics to his home—Harold M. Groves, Elizabeth Brandeis,[1] and Paul A. Raushenbush. Phil LaFollette told them that he would shortly become a candidate for Governor; that he would probably be elected; and that he hoped—against the background of the great depression—to secure passage of an unemployment compensation measure by the 1931 legislature. So he asked them—the three young economists—to do further work on such a measure, with maximum emphasis on steadier jobs.

Later in 1930, Harold Groves ran for the assembly and was elected—along with Governor LaFollette. Meanwhile, a good deal of summer and fall discussion had led the new assemblyman-elect to develop his distinctive new "Groves Bill." It provided that each company build up its own unemployment reserve, to finance jobless benefits for its own workers. The plan thus included a much more clear-cut and definite system of employer experience rating than any previous bill. Groves introduced a preliminary version of his U.C. measure (drafted with the help of Edwin E. Witte) early in the 1931 legislative session. An older-style "insurance" bill and a Socialist measure were also introduced. They all had a public hearing; but none of the U.C. bills came to a vote that spring.

In June 1931 Groves introduced a revised "substitute amendment" version of the Groves Bill, after some 3 months of intensive work—mainly by Groves, Brandeis, and Raushenbush, with help on administrative angles from Arthur J. Altmeyer, who was then secretary of the State's labor department, the Industrial Commission. The new substitute draft started with a "public policy declaration"—which read more like an argument for passing the measure than like a constitutional brief or "guide" to the bill's future interpretation. (Such declarations weren't yet commonplace in 1931; but nearly all State U.C. bills began to use them from 1935 on.)

Before the regular session of the 1931 legislature adjourned, it created—at Governor LaFollette's suggestion—a Legislative Interim Committee on Unemployment, which was to report back to a special session, late in 1931, on unemployment relief problems and on the various U.C. bills. The committee included two senators, Harold Groves and two other assemblymen, a labor leader, and a prominent manufacturer. Arthur J. Altmeyer served as the committee's executive secretary.

That summer the young economist proponents of the Groves Bill were busy creating and implementing, in cooperation with the American Association for Labor Legislation, the "Wisconsin Committee for Unemployment Reserve Legislation", for which Raushenbush and Brandeis did much of the work, behind the scenes. The committee's letterhead showed various prominent names, including a labor leader, two farm leaders, two professors, one employer, and a mayor (who later became Governor, in 1933).

The committee printed and distributed a rather slender but effective question-and-answer phamphlet called "The A-B-C's of Unemployment Reserve Legislation." The committee also enlisted in its educational campaign two able graduate students in economics, Harry Weiss and Merrill Murray. When the Legislative Interim Committee held its early-fall public hearings on relief problems and on unemployment insurance, in nine of Wisconsin's larger cities, its members were duly impressed by how much informed support for a U.C. bill showed up at each hearing. (Incidentally, the A-B-C's, and either Weiss or Murray, had been there in advance.) After a decade of discussion, economists, labor spokesmen, lawyers, social workers, grocers, ministers, and many other citizens from all walks of life could—and did—speak out for U.C. legislation. They weren't satis-

[1] Mrs. Paul A. Raushenbush, daughter of Supreme Court Justice Louis D. Brandeis.

fied with the American "dole" system—private charity and public relief—for millions of workers.

There was more testimony for the Groves Bill than for the other U.C. measures, especially during the Interim Committee's final hearing in Madison. The key labor leaders realized that the Groves Bill had the most steam behind it, and might be less strenuously opposed, and would have the best chance of passage. So the proponents finally united behind the Groves Bill.

Meanwhile, several Wisconsin farm organizations had adopted well-worded resolutions favoring jobless benefits—to be paid by industry to its laid-off workers. During the fall two statewide church conventions also endorsed such legislation. So the Interim Committee had strong public backing when it recommended, by a 5-to-2 vote, that the 1931–32 special session of the legislature enact the Groves Bill, to take compulsory effect in July 1933.

To quote parts of the Interim Committee's majority report:

"We recommend the enactment of a statute which will require industry to set up reserves for unemployment as it now sets up reserves for depreciation, taxes, interest and dividends . . . .

"The unemployment reserve bill which we recommend provides that employers be required to contribute a maximum of 2 percent of payroll to an unemployment reserve fund to be used to pay benefits to their laid-off workers, in proportion to the length of their previous service and the amount of their wage . . . .

"This bill differs in two significant features from other proposed measures under discussion in other parts of the country: (1) Unemployment funds are to be built up solely by contributions from employers. No contributions are required from the State or the employes. (2) The unemployment funds are maintained in individual plant accounts (deposited in a State fund unless exemption is granted) instead of being pooled by industries or for the State as a whole . . . . Contributions by either the State or the employes would blur the emphasis on the responsibility of employers to provide work or some degree of compensation for their regular employes . . . . The individual plant reserve makes it possible to give to the individual employer the maximum financial reward for his success in regularizing employment within his own plant.

"The unemployment reserves and compensation bill which we recommend is based in part on the workmen's compensation law which has operated successfully in this state for twenty years, and in part on unemployment compensation plans voluntarily set up by a few industrialists in different parts of the country who have been making a serious and intelligent effort to solve the unemployment problem in their own plants. We believe the bill to be a constructive measure sound in principle and well worked out in detail.

"The committee recognizes that even the limited contributions its bill would require from employers might be a considerable burden on Wisconsin industry if payable at once, in the midst of this depression. Therefore the recommended bill provides that contributions shall begin on July 1, 1933. Action by the special session along this line will have certain definite and important advantages. Legislation will have been passed before the lessons of this depression have been forgotten . . . . Wisconsin employers will know where they stand, and will have time to prepare themselves to meet their new social responsibilities. They will have a definite and adequate period in which to develop voluntary unemployment compensation plans, and thus to gain exemption from the general provisions of the law when it takes effect.

"Such legislation will in the committee's judgment be a tremendously significant and helpful forward step, largely benefiting workers, employers, taxpayers, farmers, storekeepers, and indeed the entire community."

Here's how the two dissenting members of the Interim Committee summarized their views: "Opposition to enactment of compulsory unemployment insurance law at the coming special session of the legislature, on the grounds that such legislation is not of an emergency character and that it is impossible to give it adequate consideration at this time."

The special session was only a few weeks away. In a last minute attempt to sidetrack unemployment compensation by law, a meeting of the Wisconsin Manufacturers' Association voted 207 to 2 in favor of hiring an expert to draft possible plans for voluntary adoption. One company established a plan. Newspaper headlines at once argued that there was no need for legislation. At this point Governor LaFollette stepped into the picture with a strategic maneuver which partly disarmed the opposition, by taking the manufacturers at their word. In his November 24 message to the special session the Governor stated: "My study of this subject leads me to the conclusion that the Groves plan is the soundest and fairest compulsory plan yet suggested anywhere." In this he agreed with the Interim Committee. But to give employers their chance he urged making "the taking effect of such legislation conditional upon industry's failure to establish a fair voluntary system in Wisconsin within a reasonable time." The Groves bill was accordingly introduced in the special session with such a "proviso." It specified a "quota" of voluntary plans which employers would have to reach to prevent the law from taking general effect.

Stirring legislative hearings ensued. A former Governor, who had signed Wisconsin's pioneer

workmen's compensation measure into law in 1911, reminded the Assembly committee of the Whole that many leading employers had originally opposed that law too. He predicted that most employers would in time recognize a U.C. law as necessary and desirable. Quite a parade of witnesses spoke for the bill. One of the briefest and most effective appearances was made by a farm leader. He favored the proposal because it would help to maintain the power of workers to buy farm products. He wound up: "Now I have to get home to milk the cows."

At long last, the opponents had their innings before the assembly. A young communist stepped up to do his verbal batting first. As he passed, a well-located bystander remarked: "Going to join hands with the employers against this bill?" Seconds later, the communist orator arrived at the platform and burst forth: "I oppose this bill for entirely different reasons than the Manufacturers' Association," and went on to denounce it as trying to bolster up the capitalist system. A leading employer got his chance next. As this opponent advanced to the platform, the same bystander queried: "Going to join hands with the communists against this bill?" The employer laughed; started his speech by referring to the "previous speaker, my colleague in opposition"; and attacked the bill as undermining the free enterprise system. (The bystander has long thought the first opponent had the more valid reason.)

A few days before Christmas 1931, the safely "progressive" assembly passed the Groves Bill, with minor changes, by a vote of 63 to 15. Then came the battle of the amendments, on the Senate side, where the bill's fate was long in doubt. A number of damaging amendments were killed, by close votes. The bill was finally modified to suit employers better—by giving them even more leeway for the voluntary plans which (a) might keep the law from taking general effect, or (b) would become "exempted" plans, if it did. The bill was then passed, 20 to 10, by the closely divided Senate. It cleared both houses by mid-January.

On January 28, 1932, Governor Philip F. LaFollette signed the first American unemployment compensation measure into law. His witnesses included Henry Ohl, Jr., president of the Wisconsin State Federation of Labor, Professor John R. Commons, the three younger economists, Assembly floor leader, Robert A. Nixon, and Lieutenant Governor Huber, who had sponsored the 1921 "Huber Bill." They all knew it was an historic occasion, and all had helped to bring it about.

In March 1932, within a few weeks after the signing of Wisconsin's U.C. law, the State industrial commission checked with the interested groups—and began to implement the new statute. The commission's most important step was to create a State Advisory Committee on Unemployment Compensation, consisting of leading employer and labor representatives, to assist the commission in interpreting and administering the new law. The three labor members were nominated by the Wisconsin State Federation of Labor;[2] the three management members were nominated by the Wisconsin Manufacturers' Association; and the commission appointed its secretary, Arthur J. Altmeyer, to serve as presiding chairman. (Altmeyer served until he took a Federal position in 1933. After that, Wisconsin's longtime U.C. director served as nonvoting chairman.) The commission's prompt and continuing use of its U.C. Advisory Committee gave organized labor and organized employers an effective voice, from the beginning, in shaping the law and its administration.

At the start, only those features of the law relating to approved voluntary plans were in actual effect. The act had included a modest 1932–1933 appropriation to the commission "to assist employers in the establishment of voluntary plans for unemployment compensation in conformity with the standards prescribed by law, and for carrying out the purposes of Chapter 108" (i.e., the eventual compulsory law). So the commission's—and the Advisory Committee's—main task during the spring of 1932 was to draft and publish various plans (for U.C. benefits or for guaranteed employment) which the commission could properly approve as meeting the law's requirements. The commission promptly employed three consultants (Raushenbush, and two able employer attorneys Harold W. Story and Roger Sherman Hoar) for that purpose; but all their drafts were duly cleared with the Advisory Committee, in a series of round-the-table discussion sessions. All hands finally O.K.'d a "Handbook" on the law and on approvable voluntary plans, which was published and widely distributed in July 1932. The commission also secured the part-time services of a leading

[2] One of the labor members, J. F. Friedrick, has served ever since — for 35 years now.

Long-time members of Wisconsin's Unemployment Compensation Advisory Committee. ***Left to right,*** **J. F. Frederick, labor member (the only member who has served from the beginning); Paul A. Raushenbush, presiding chairman; and Robert Ewens, management member.**

industrialist "to explain the Act to Wisconsin employers and to promote the adoption of approved voluntary plans." Half a dozen varying plans, with various options and funding arrangements, were developed during the next year or two. And some employers began to think that a plan to pay benefits to their own laid-off workers might not be such a bad idea, after all.

Meanwhile, Wisconsin naturally hoped that a few other States would pass U.C. laws in 1933. There seemed to be some basis for that hope. In February 1932 the report of the six-State "Interstate Commission on Unemployment Insurance" (organized in 1931 on Governor Roosevelt's initiative) favored State U.C. laws like Wisconsin's. In June 1932, after extensive hearings, the U.S. Senate "Select Committee on Unemployment Insurance" reported in favor of unemployment reserve legislation by the several States. In the summer of 1932, the Democratic national platform (thanks to Frances Perkins) came out for "unemployment insurance by State laws," and the national American Federation of Labor began to favor such legislation too. Several State study-commissions reported favorably during 1932, with the Ohio report getting the most attention. U.C. bills were duly introduced in about half the States early in 1933, and passed one house in seven States. But that was all—perhaps partly because of sharp controversy over what type of state U.C. law, but mainly because of the old "interstate competition" argument and the Great Depression.

In Wisconsin, meanwhile, the severe depression conditions of late 1932 and early 1933 meant that the start of U.C. contributions would have to be delayed. There was no real danger that the law would be repealed. The newly elected democratic Governor—consistent with his own advocacy of U.C. legislation and his party's national platform—declared himself "unalterably opposed to repeal." In view of business conditions, however,

he favored a temporary postponement of the law's effective dates.

Wisconsin's U.C. Advisory Committee, after extended conferences, agreed to recommend a bill providing for a minimum postponement of 1 year (until July 1, 1934), with index numbers of Wisconsin factory employment or payrolls used to determine whether a further postponement should apply. The measure thus jointly recommended by labor and management representatives was passed unanimously by the legislature, and rival bills (for a 2-year or 4-year postponement or for repeal) were either killed or withdrawn. A bit later, unanimous passage was accorded another 1933 bill of U.C. amendments drafted and recommended by the Advisory Committee to clarify and improve various provisions of the law. By late August the commission published a "Revised Handbook" on the law and exempted plans, reflecting all the 1933 amendments.

The 1933 changes gave Wisconsin employers a further chance to prevent the law from taking general effect. The "quota" required for that purpose—of employes to be covered by approved and established voluntary plans—was reduced (from 175,000 to 139,000). And more time was allowed—namely, until the commission officially published its index number finding of fact as to improvement in Wisconsin factory payrolls or employment. Indeed, the commission delayed its finding and publication for some months, solely to assure employers a fully adequate opportunity to submit voluntary plans under the "quota"—in case they really wanted to reach it.

Many Wisconsin employers eventually had some very sober second thoughts about the quota, before the deadline finally arrived on April 28, 1934. The 1931 "bystander" had had one good speaking chance to enlighten them; and that proved to be enough. Many employers finally grasped that plans duly counted under the quota would be 5-year contracts, binding those employers. If enough firms thus bound themselves, they'd be letting all other employers (including some of their competitors) off scot-free. And they also realized, at long last, that they could wait beyond the quota deadline and then adopt an identical voluntary plan and have it "exempted" under the compulsory law. Accordingly, hundreds of employers deliberately failed to "establish" their approved plans before the quota deadline. Only 14 plans (covering fewer than 5,000 employes) were legally established under the 139,000 quota. So the law finally took general and compulsory effect—on July 1, 1934. Some months later, over 2,000 plans had been duly approved and "exempted" under the law.

Let's go back, now, to the late summer of 1933. Wisconsin's main proponents of State U.C. action hadn't found the 1933 record of progress in other States very heartening, to put it mildly. So, during their 1933 summer vacation Raushenbush and Brandeis began to consider what type of Federal action might stimulate more States to enact State U.C. laws fairly soon. They knew that Senator Wagner of New York had proposed, in the spring of 1932, a Federal bill allowing a partial credit against an employer's computed Federal income tax, for his contributions paid under a State jobless benefit law. But that proposal hadn't won much support, and might not do the job. Near the end of their 1933 summer vacation, they talked over the problem with one of America's wisest legal-economic statesmen, in whose summer home they were vacationing. He finally asked them, "Have you considered the case of Florida vs. Mellon?" They'd both read some law cases and gradually grasped the analogy. If the Federal estate tax law could constitutionally permit (and thereby encourage) the crediting of State inheritance taxes against the Federal estate tax, maybe a new Federal payroll (unemployment) tax on employers might permit and encourage the crediting of similar State payroll taxes on employers, levied by the States for jobless benefit purposes.

They mulled over this basic idea, during the fall of 1933.[3] And their summer counselor, Mr. Justice Brandeis, discussed it with a few other friends, including the Boston merchant, Lincoln Filene, who had represented Massachusetts on the 6-State interstate commission of 1931–32. As a result, Mr. Filene arranged a small evening meeting, in Washintgon, at his daughter's home, during Elizabeth Brandeis' 1933 Christmas vacation, to secure her help in presenting to a few key people (including Senator Wagner and Frances Perkins) the basic idea of a new Federal payroll tax on employers, with a tax credit for their contributions under federally approved State unemployment

[3] The first hint in print was Raushenbush's enigmatic suggestion, in his November 1933 "Annals" article, that "even more compelling tax devices may receive serious consideration in the 1934 Congress." (*The Annals of the American Academy of Political and Social Science*, November 1933, pp. 65–75.)

compensation laws. The idea began to win key supporters.

Raushenbush (back in Wisconsin) had shaken out of his sleeve in a few hours and had wired to his wife a first quick-and-rough draft of a possible Federal payroll tax bill along those lines. He was soon urged to come to Washington, to work with a few others in putting the basic idea into bill form for possible further consideration and action. He spent several weeks in the offices of the U.S. Department of Labor, working mainly with Thomas H. Eliot, the Associate Solicitor.[4] When they finished their joint draft, they cleared it with the Secretary of Labor, Frances Perkins, in her office. Next, they met in Senator Wagner's office to explain the new tax-and-credit proposal to him and to Congressman Lewis, the other prospective sponsor.

The resulting Wagner-Lewis Bill was given prompt hearings, in March 1934, by a Ways and Means subcommittee. Miss Perkins, the lead-off proponent, was followed by a number of other impressive witnesses. President Roosevelt wrote a letter of endorsement. But the bill wasn't reported out for action in 1934—partly because on June 8 the President sent Congress his special message on economic security, and a few weeks later created the Committee on Economic Security.

In Wisconsin, that June 8 Presidential message may have slowed down—to a wait-and-see position—the few employers who were considering a constitutional test of Wisconsin's U.C. law, now that it would become compulsory on July 1, 1934 and start to require U.C. contributions each month. (Wisconsin had expected such a challenge, but the test was so long in coming that the State circuit court's decision came 4½ months after the May 1937 decisions by the U.S. Supreme Court.) Just before U.C. contributions were to start, Wisconsin's industrial commission gave its U.C. activities a better public image by drafting Edwin E. Witte into temporary service as acting director of its young U.C. department. Witte's "caretaker-government" was a real help in launching the law, until he was called to Washington in July 1934 to become executive director of the President's Committee on Economic Security. Wisconsin then proceeded to require its covered employers to contribute 2 percent on their defined payrolls into benefit reserves, plus an additional levy (up to 0.2 percent) for the law's administration. (For the next 1½ years, through the close of 1935, no other State had any such contribution requirement.)

Meanwhile, there were lively arguments in Washington—during the latter half of 1934—as to the doubtful constitutionality of a uniform national system of unemployment insurance; as to the problems of a Federal-State system; as to the merits of a Federal "subsidy" plan, rather than the Wagner-Lewis tax-credit approach; as to employer experience rating; as to whether State employer reserve laws should be permitted, along with pooled insurance laws; as to Federal benefit standards; as to administrative financing; and so forth. But those stories have been well told by direct participants.[5] The "economic security" bill was introduced in mid-January of 1935. It provided for Federal-State cooperation, with State U.C. laws encouraged by the Wagner-Lewis type of tax credit device. The Committee on Economic Security had promised to supply "model" state U.C. bills, with various options and alternatives, for possible State adoption. About mid-January, Arthur Altmeyer, as chairman of the Committee's technical board, drafted Raushenbush to help prepare alternative model State U.C. bills. Altmeyer supervised the work, and Merrill Murray assisted. The pooled-fund draft was completed first, by February 1 (some 26 mimeo pages, each 14 inches long, with many single spaced notes as to alternatives, etc.). A few days later, several optional substitute pages were completed, as to employer reserve accounts or guaranteed employment. Over a thousand copies were distributed to governors, legislators, etc. (Those first "model" or "draft" bills were, necessarily, based on the Federal bill as introduced and were later revised substantially, after the final form of the Social Security Act was known.)

During the spring and summer of 1935, a few of the pending "social security" measure's U.C. provisions created some rather unique legislative and administrative problems for Wisconsin. (Oh, pioneers.) Nominally, the State's U.C. law and its exempted U.C. plans were due to start paying

[4] A year later Eliot was a key "social security" draftsman.

[5] Edwin E. Witte, *The Development of the Social Security Act* (University of Wisconsin Press, 1962); Arthur J. Altmeyer, *The Formative Years of Social Security* (University of Wisconsin Press, 1966); William Haber and Merrill G. Murray, *Unemployment Insurance in the American Economy* (Homewood, Ill., Richard D. Irwin, Inc., 1966).

jobless benefits in July of 1935, after only one year of contributions. But everyone knew that the pending Federal measure had, from the start, required that each State U.C. law collect contributions and build reserves for at least 2 years before paying any jobless benefits at all. With Wisconsin's 1935 legislature in session, postponing the start of U.C. benefits, say for 6 months, pending final action on the social security bill, should have been simple enough—except for some 2,500 "exempted" plans. Those plans had been drawn as firm 5-year contracts. That was indeed the main reason why so many employers had (in 1934) chosen such plans, in the hope of thereby securing 5-year immunity from legislative changes.

Wisconsin's U.C. Advisory Committee recommended two bills in 1935 to deal with the new situation. The first bill (enacted late in June 1935) postponed the start of benefits for 6 months, until January 1936, in return for various benefit and contribution improvements. Over 2,500 registered letters were mailed to "exempted" employers late in June, to persuade them to accept all the June amendments on penalty of starting benefits at once, and later paying the new Federal payroll (unemployment) tax on top of their required State U.C. contributions. Nearly all got the general idea and acted accordingly. The Advisory Committee's second 1935 bill, completed soon after the final compromise (Conference Committee) form of the Federal Social Security Act was known, made various federally required changes, including postponement of jobless benefits under Wisconsin's U.C. law for another 6 months, until July 1936.[6] That second 1935 bill, in return for the further 6-month delay, provided for various benefit and experience rating and "funding" improvements. (It raised the maximum weekly benefit to $15, and the top contribution "experience" rate to 4 percent. It ended separate funding.) Wisconsin's "exempted" employers accepted those changes, too, almost perforce.

Meanwhile, Wisconsin hadn't been a wholly naive and disinterested bystander as to the final form of the 1935 social security bill's U.C. provisions. The House bill had eliminated the "additional" tax credits needed to make State experience rating provisions meaningful and effective. In the Senate, those "additional" tax credits were restored, by the "LaFollette Amendment," with the President's blessing. The Conference Committee accepted the LaFollette amendment. So employer experience rating, and even individual employer reserve accounts, were given their chance.[7]

By early 1936, Wisconsin's industrial commission was preparing to start benefit payments in August. It expanded its U.C. staff, from State civil service lists. It expanded the State employment service. It required jobless benefit claims to be filed at its public employment offices. It planned on "per employer" benefit rates and on request reporting by employers as to the claimant's wages and workweeks. It planned to mail each weekly benefit check to the claimant's home address.[8] It required over 4,000 covered employers to distribute a printed notice about Wisconsin's U.C. law to about 400,000 covered workers.

Finally, on August 17, 1936, with due ceremony and fanfare, Wisconsin paid the first jobless benefit check ever issued in this country from a State unemployment fund. That Check No. 1 was for $15. Among those present were John R. Commons and Edwin E. Witte. Everyone made suitable comments. But the last word belongs to Phil LaFollette, looking back, many years later: "Wisconsin's pioneer action, decades ago, in enacting the first unemployment compensation law in this country, was an important step forward in the age-old struggle of mankind to build a better life on this planet."

[6] In due course, Wisconsin's amended U.C. law was federally "approved," on November 27, 1935; but the Social Security Board's first administrative grants were delayed until March 1936 (for lack of a 1935 appropriation).

[7] Two years later, in 1937, Wisconsin—which had thus managed to amend out of the Federal bill its original pooling requirement (1 percent of taxable wages) for employer reserve laws—provided that the Wisconsin fund's interest earnings be credited to a pooled account, so that no eligible claimant would ever be denied U.C. benefits solely because his employer's account was broke and in the red.

[8] It persuaded the Social Security Board that payment "through" public employment offices need not mean payment "at."

Outservice Training for State UI Personnel

The following two articles are part of a group of three reports by participants in outservice training seminars at Temple University, Philadelphia during October 1966. The first report on a claims examiner's observations appeared in the March issue of the Unemployment Insuance Review. *These seminars are part of a broad outservice training program sponsored by the U.S. Department of Labor's Bureau of Employment Security now underway in several universities throughout the country.*

Field Auditor Seminar

ANDREW LUCHI

LAST FALL I was pleased to be one of five auditors chosen from the Pennsylvania Bureau of Employment Security to attend a training seminar for UI field auditors at Temple University, Philadelphia.

After the elation of being selected wore off, I became apprehensive about what was in store for me. After all, it was a long time since my college classroom days, and the thought of attending classes and taking examinations was a little frightening. I soon discovered most of the other trainees had much the same anxiety. As the studies progressed, the class relaxed and participation became spirited in an atmosphere of good fellowship.

Administrative Law

Our first class on Monday morning was on the subject of administrative law. The professor presented a very informative lecture. He pointed out that the rules and regulations made by an agency interpret the laws. Their effect is the same as decisions made by a court of law. He declared that there are many more rulings made by administrative agencies than by the courts. The importance of these judgments cannot be overemphasized. Although people have the right of appeal, the cost of making one is usually a deterrent and so the decision is usually not contested.

The four succeeding sessions covered the requirements for a valid contract, the rights and powers of an administrative agency, bankruptcy law, and partnership law. Reference was made to the Administrative Procedure Act of 1949, a Federal law used as a guide by most of the State legislatures in the enactment of similar legislation.

Several books on law were recommended to us for outside reading. We became aware that understanding of law is not just for lawyers, but everyone in his daily life has the need for some knowledge of law. The material was very well presented and the subject was well covered in spite of the limited time. The instructor encouraged the trainees to do further reading to compensate for the limited amount of class instruction in this subject.

Auditing

The subject of auditing was covered in six sessions. The instructor, a well-informed practicing certified public accountant, gave an excellent discourse on the relationship of the employer with the public accountant and the government auditor. He explained the duties and responsibilities of each to the other. He also thoroughly explained

---

Mr. Luchi is Assistant Regional Director, Region No. 3, Field Accounting Service, Pennsylvania Bureau of Employment Security.

the proper method of conducting an audit, both from the public accountant's view and that of the government auditor.

This course was especially interesting because of the instructor's own view as a public accountant toward a government auditor. He gave the CPA's reaction toward the different approaches of the government auditor. The presentation, although disposed toward the audits made by the public accountant, was very well presented and thoroughly covered the topic.

The auditing of electronic data processing (EDP) systems was explained, including the different audit trails to look for and the method to be used, depending on the information available. It would have been helpful if more time could have been spent on the auditing of EDP systems, so that actual examples of an audit of a representative EDP accounting system could have been presented.

EDP Operations

The subject of EDP operations was treated in five classes. The professor described the technical operations of data processing systems. He explained the binary systems, which are the internal language of the computer, command language, and pseudo language. He demonstrated how the machine adds, subtracts, multiplies, and divides and explained the method by which the machine arrives at a logical solution to a problem. The programming of an EDP system was discussed, and an example of a typical flowchart of its operation was presented. One of our classes was devoted to a visit to the computer center where a problem was run through the EDP system.

As an auditor I would have preferred less of the mechanics of EDP machines and more practical information on the recordkeeping. I felt that an actual sample of a complete business system would provide more basic knowledge for the conduct of a good audit.

The class of 35 was too large for a fully successful visit to the computer center. Also the demonstration of the machines would have been more effective if a program, planned in advance for the purpose, had been presented to the EDP system.

Communication

The fourth and final subject, "Communication Lab," was presented in three classes. The enthusiastic instructor took us through a brisk "brainstorming" session in which we participated with vigor. Next we prepared and performed skits of actual difficult situations that had confronted us, showing the methods we had used to solve the problems. The class evaluated the situations presented and discussed whether the proper action had been taken. These skits were amusing as well as informative and were greeted with enthusiasm by the class. Much of the success of the course was due to the energetic approach and vitality of the instructor.

Evaluation Session

The last session on Friday afternoon was devoted to a set of questions to be answered by the trainees to determine what they thought of the conference. My first observation was that a week is too short a period in which to cover the four subjects given in this course. Either the seminar should be lengthened or the agenda limited to two subjects with more extensive coverage. Supplying the trainees in advance with reference material to be studied before attending the conference would increase the effectiveness of the course.

As mentioned previously, I wish more time could have been spent on the practical approaches to problems that can arise when an auditor is confronted with a complete EDP accounting system. Because the volume of accounting activities employers are now transferring to EDP systems is growing so rapidly, auditors must be prepared to handle the new systems; otherwise their functions will be made ineffective. The process of "learning by doing" is most successful when it is begun from a point of adequate technical knowledge of the subject. Therefore, I think future training sessions should place more emphasis on the proper and effective method of making an audit for a complete EDP accounting system using the actual type of records that the auditor will find. In that way, auditors, when confronted with such a system in making an audit, will recognize it and be able to make a good audit without depending solely on the integrity of the programmer.

One of the most rewarding experiences of the seminar was the interchange of ideas and views that took place among personnel from different State agencies. In general, I considered my week very well spent. What I learned, supplemented by the study of some of the excellent reference material supplied, will prove advantageous in my work.

Referee Seminar

ABRAHAM H. ROBINSON

THIRTY-ONE REFEREES and hearings supervisors from 15 States and Puerto Rico participated in the first 2-week training program for referees at Temple University in Philadelphia, October 17–28, 1966.

The first morning, the coordinator of the training program welcomed the class and described the subjects. We would study administrative law, communications, mental set, and report writing. Each of the courses, he explained, were planned to help the referee perform his job more effectively.

Preliminary Attitude

On arrival at the seminar, it seemed to me, at first that there was an attitude among the trainees of some skepticism as to the relevance of these courses to their jobs. Perhaps they were thinking that the subjects were academic and theoretical—best left to the professors and of dubious concern to the working referee. After all, a referee has a job to do; he has to conduct a hearing as expeditiously as circumstances allow. He must secure as speedily as possible enough facts to enable him to form an opinion. He must make a decision as quickly as practicable, and get on with the next case. Perhaps also they were thinking that the referee does not have to be a prize-winning essayist, an administrative law expert, or a psychologist; that Supreme Court decisions involving such administrative agencies as the NLRB, FTC, ICC, and many others seemed to have no bearing upon a UI referee's work. Certainly they could not have any effect upon the eligibility for unemployment insurance of a construction laborer who was fired for hitting his foreman on the jaw or a laundry worker who quit her job because she suffers from asthma. The trainees may have been saying to themselves, "What difference does it make what the claimant's background or mental state is when the question is whether he made an active search for work? Either he did or he did not—and that is easily ascertained." Or, "Why be so careful about the language used in writing a decision? After all, the claimant just wants to know whether he will get the benefits, and all the employer is interested in is whether his experience rating will be affected."

However, the trainees soon discovered that the subjects discussed do very much concern their work and have a direct and vital bearing upon the effectiveness of their jobs and their relationships with one another. They learned that knowledge of the development of the administrative adjudicative process, awareness of the problems of human behavior and the ability to communicate effectively make all the difference between adequate and expert professional adjudicators.

Administrative Law

The first class was administrative law and we were fortunate to have an instructor whose enthusiasm about his subject was contagious. He discussed such questions as, How much attention should the referee pay to the constitutional requirement of due process? Can a referee who is aware of the existence of certain practices base his decision upon his knowledge of these practices? If so, to what extent? If the referee secures certain pertinent information after the hearing is closed, can he use this information in making his ruling? How much discretion may the referee exercise in the examination of witnesses and at what point could it be said he was abusing this discretion? What evidence can he admit and consider? What constitutes a proper decision and what is its effect on appeal to court?

These and many more questions that were raised in the sessions on administrative law brought home to the referees—to many for the first time—the realization that they are actually investigators, administrators, rulemakers, and, in truth, judges not unlike those in the judicial branches of our Federal and State governments.

Communications

The instructor in communications was a dedicated professor of psychology who made you think about the referee's responsibilities as a communicator. He asked the group to consider such questions as, Does the referee know whether the message which he wants to convey to the claimant appearing before him is clear and appropriate? Will it be recognized by the claimant? How will

Mr. Robinson is Hearings Supervisor, Illinois Board of Review.

the claimant interpret it in the light of his particular field of experience, and how will his interpretation affect his response? Do the terms used in the communication by the referee have the intended meaning to the claimant, or the employer? Has the referee afforded the parties due process if they do not understand him properly and if his method of communication antagonizes them to the extent that they are not responsive? Did he create—or did he fail to break down—barriers in communication, in order to get the full story on the motivation behind the behavior of all parties concerned in the case?

We learned that not only is effective communication important in the conduct of a hearing, but it also plays a major part in the relationship between the referee and his supervisors, his peers and his subordinates—in the way they will react to him and how they will affect his efficiency and his progress. The class discussed what can be done to improve these relationships. My impression of the attitude of the trainees in the communication sessions can be cited as an example of the importance of achieving full comprehension among members of a group who have to deal with each other. Although the instructor was an extremely capable person and impressively well versed in the subject, there appeared at first to be a coolness between him and the members of the class. I believe that this coolness was due somewhat to his lack of information about the day-to-day problems of the referee, and to the apprehension felt by the referees, as laymen, toward psychologists. However, after the first few sessions, during which the students and teacher alike learned a little more about one another the class warmed up to the subject and to the instructor.

Mental Set

The class in mental set was conducted by another professor of psychology (who was also a management personnel consultant). He engaged the class in a mock referee hearing. In lectures on the motivations and anxieties of workers, he described a number of real life situations, some involving abnormal behavior, and discussed the psychological theory applied to cope with them. It was obvious that the class was intrigued by the case histories. We were told that the attitude of the worker toward his employer, his fellow workers, and his job is an aspect of human relations that is clearly recognized as important in today's industry. Many concerns, large and small, require their executives and supervisors to take courses in this field. The referee who deals with people from all walks of life—from the unskilled and illiterate to the college trained professional—should be aware of the problems involved in the interaction between employers and employees. If the employer is interested in how the worker feels and acts, then obviously the referee, who must decide whether the claimant is entitled to receive benefits, should also be interested.

Report Writing

Perhaps the course with the most immediate practical value in the work of a referee was the one dealing with report writing. Unfortunately, only 5 out of some 35 class periods were devoted to this important subject. Nevertheless, in these few brief sessions, some cogent and challenging questions were presented to the referees: Is not the objective of writing to communicate and is not the written word one way by which the referee communicates with the claimant and others? In fact, is not the referee's decision a more important communication to the claimant than what he gathered from the hearing? Could not this communication be more irretrievably misunderstood or misinterpreted than what may have been said at the hearing? Does the word "misconduct" have the same connotation to a middle aged, sheltered spinster as it has for the referee? What does "voluntary leaving" mean to a woman who wants to remain on her job, but is compelled to leave because her children are ill? Should we not make an effort to avoid embarrassing a sensitive individual? And, should we not try to take the sting out of a ruling denying him benefits?

The instructor was extremely well suited to his task. A professor of English, essayist, and excellent raconteur, he was able to lay down a considerable number of basic rules for effective writing, in spite of the time limitations imposed by the training schedule. Especially thought-provoking was his criticism of the sample decisions written by the members of the class. His analyses and suggestions, interspersed with several humorous examples, made an impression upon the referees—although frequently only after a heated argument. He also lectured on the history of the English language at one of the two dinner sessions which were part of the training program. Although not

directly related to the course, his talk emphasized (and was a good example of) the importance of accurate language in communications.

Evaluation and Suggestions

Frankly, I was not too enthusiastic at the start of the seminar, but was in wholehearted approval of the training by the time classes ended. There are, however, a few suggestions I would like to offer to make future training programs even more effective.

It would be useful if trainees were given more information several weeks before the seminar starts, including course outlines, suggested reading, and other preparatory material. A longer introductory session with the instructors, at which the latter could explain the course and could themselves become more familiar with the problems and attitudes of the trainees, would be most helpful. Certainly it would tend to break the ice more rapidly, so that at following sessions there would be more immediate acceptance by the trainees.

The courses should be extended over longer periods. The class in administrative law covered an entire text book of 30 chapters. It was asking quite a lot to expect the nonlawyer trainees (and even the lawyers, most of whom had been away from the classroom for some time) to read as many as four and five chapters an evening in preparation for the next day's sessions. The instructor realized the handicap under which both he and the class were working, and he limited his lectures to covering the highlights of the subject.

The same comment is true of the course in report writing. I feel certain that a longer and more detailed course in effective decision writing would be of great benefit to the referees and their respective State agencies.

The course in communications could also be extended beneficially. It is suggested that the use of less technical terms would make the subject less mysterious and overwhelming for the student without prior academic training in psychology.

Conclusion

So far I have expressed my thoughts on the training program, its subject matter, and the instructors. Of more than casual interest to me was the opportunity of meeting referees from other States, learning their problems, and sharing with them the experiences of the Illinois Appeals Board officers. I found that they, like the staff of the Illinois agency, strive for professional standing and for professional recognition. I think that the sessions brought home to them forcefully the fact that they are professional people dealing with a most sensitive subject, human relations. What the sessions did for those who were present was to challenge them to use the tools of their profession—the subjects covered in the various courses—more effectively. In other words, the referee is, or should be, not just an adjudicator but also a person who understands human relations. His emphasis should be on the spirit of the law, rather than the letter of the law. His function should be to protect human rights. This, first of all, is the purpose of all social legislation, of which the unemployment insurance laws are a vital part.

Unemployment Insurance Decisions*

Look For Him on Television

California.—A child actor's last regular engagement was in a well-known television series, for which he had received $750 a week for 3 years. Previous to this employment he had appeared in three Broadway musicals. During the 7 months between his television job and the referee's hearing, his only employment had been one 2-hour appearance in a department store. In seeking work, the claimant, now 15 years old, utilized the services of an agent. His last interview by a casting director was 3 months prior to the hearing, and at the time of the hearing he was not under contract for future work, and had no interviews pending for work as an actor. Although he was being considered for certain "pilot" series, the producers of these shows had not begun casting, so he had received no definite commitments from them for future work. The Appeals Board, in granting him benefits, said, "In a series of cases strikingly similar, we held that, where a claimant has firmly established himself in the acting profession and has consistently evinced the stature attained by securing a substantial amount of work and income in the entertainment field, there exists a reasonable labor market and one which offers 'reasonable prospects for continued regular employment therein.'" (Case No. 66–4965, Jan. 23, 1967.)

Maybe They Don't Trust Me!

Florida.—After arriving in Florida from a foreign country, the claimant worked as a dishwasher and as a factory worker. On his last job in a manufacturing plant he was assigned to duty as a punch press operator and also to other duties as they arose in the plant. One Friday the claimant started for home, taking his tool chest with him. Before he left the plant he was asked to open the chest so the foreman could examine it. After arriving at home the claimant thought about the foreman's action and concluded that the foreman had not trusted him, and so he decided to seek other work. He did not notify the employer of his intention and instead of returning to work on the following Monday, Tuesday, and Wednesday he sought other employment. Not finding any, he returned to the employer on Thursday. He was told that when he failed to report for work he had been replaced.

The appeals referee found that the claimant left his work because his feelings were hurt when the foreman had examined his tool chest. Concluding that "the examination of a tool box cannot under any circumstances be considered as an unreasonable thing within a factory," the appeals referee held that the claimant left voluntarily without good cause attributable to the employer. (Decision Docket No. 66–3342U, affirmed by Board of Review Decision No. 66–666, Dec. 20, 1966.)

Rumor Monger

Florida.—A meatcutter was warned frequently by a new manager of her section that she was making mistakes in weighing and pricing meats, and that she must wear her glasses. She had broken her glasses and would not have them fixed. She further antagonized the manager by telling him that she could not be discharged. She caused unrest and dissension among the employees by making remarks and spreading rumors that reflected unfavorably both on her coworkers and persons at the management level. For example, she falsely accused a coworker of breaking into a house and stealing a vacuum cleaner; she falsely accused the manager and supervisor of her section of plotting to discharge one of the other meatcutters; and she falsely accused that meatcutter and other employees of drinking while on duty. She told others that she believed certain individuals were drinking an intoxicating beverage and that she was going to try to find the bottle and take it home with her. She did not make the search alone but called upon a coworker to accompany her to the meat cooler to help her find the nonexistent bottle. The following day, this latest unfounded rumor came to the attention of management and she was discharged.

The appeals referee found that her discharge occurred primarily because on a number of occasions she had upset the order, routine, and discipline of the establishment by gossiping and spreading rumors that reflected unfavorably on other employees. She was held discharged for misconduct connected with her work. (Decision Docket No. 66–3427–U, affirmed by Board of Review Decision No. 66–667, Dec. 20, 1966.)

The Power of Suggestion

Michigan.—A press operator was selected as temporary union steward. She had difficulty with her employer because of the many complaints she filed on behalf of various employees. On a Thursday, and again on the following Monday, Tuesday, and Wednesday, her supervisor "jumped on" her for leaving her job to file complaints in her capacity as steward. She explained to him that she had permission to do so. However, the last time this occurred, the claimant decided to terminate her position with the union. At the end of the day she went to her supervisor to submit such a resignation, but before she could state what she wanted, he indicated that he accepted her resignation and called it "official." The claimant then left the plant and on the way out told a fellow employee that she had just quit.

**Prepared in Division of Determinations and Hearings, Office of State Operations, Unemployment Insurance Service, Bureau of Employment Security.*

The referee concluded ". . . when the employer assumed that the claimant was terminating her employment and she accepted the employer's reaction as an occasion to terminate her employment, it is held that the claimant's failure to correct the impression of her supervisor and to continue with the work amounted to a voluntary leaving of the work without good cause attributable to the employer . . ." (Appeal No. B66-3035, affirmed by Appeal Board Appeal Docket No. B-66-3035-34842, Jan. 31, 1967.)

Discharged at Mother's Request

Missouri.—The claimant had worked as a hotel bus boy for about 18 months. His hours were from 4 p.m. until 1 a.m., Friday through Tuesday. He was regularly off duty on Wednesday and Thursday of each week. Although his work was satisfactory, he was discharged at his mother's request because she was concerned over his below-average grades at school.

The appeals referee held that the claimant did not leave voluntarily but was discharged, although his discharge was not for misconduct connected with his work. The referee, however, concluded that the claimant was unavailable for work because he was in school and could not be ready and willing to work during normal working hours during weekdays. Further, he did not make an active and earnest search for work when he contacted only two prospective employers in 3 weeks. (Appeal No. A-3337-66, Jan. 30, 1967.)

Trends in the Economy*

THE PACE of economic activity has slowed somewhat in recent months, and most of the developments in February showed further slackening. Industrial production, new orders for durable goods, housing starts, and retail sales all moved down from the preceding month and were significantly below year-earlier levels. Much of the sluggishness during the month was attributable to sagging auto production which extended to other sectors of the economy, and to unusually inclement weather in many parts of the Nation.

A few economic indicators either showed improvement or remained unchanged. Personal income and construction outlays moved up, but the gains were small. Total employment was virtually unchanged from January. Unemployment was at a rate of 3.7 percent—the same as in the past 2 months.

**Prepared in the Office of Program Reports and Research, Administration and Management Service, Bureau of Employment Security.*

Business Activities

The *index of industrial production* in February dropped by 2.1 points to a seasonally adjusted 155.9 percent of the 1957–59 base. This was the third decline in the past 4 months and the largest downslide since October 1964, when a falloff of equal magnitude occurred. Compared with February 1966, the output index was up by 3.5 points.

Among final products and materials, reductions over the month were widespread. The index for auto assemblies fell by 20 points to 121 percent—sharply below the year-earlier index of 177.8 percent. In addition to scheduled cutbacks reflecting lower consumer demand, strikes and snowstorms further reduced auto output. Other consumer durables—home appliances, television sets, and furniture—also showed production cutbacks. Production of consumer staples was virtually unchanged from the preceding month. The index for iron and steel was 125 percent, compared to January's 124.6 percent and the 129.1 percent of a year earlier. Output of business equipment, following a decline in January, moved down again by 1.6 percent. Mining activity was also down by 1.4 percent to 122.2 percent. Utility output, however, edged up to 176.5 percent from 176 percent.

The $22.2 billion worth of *durable goods orders* (seasonally adjusted) in February was the smallest amount for any month since July 1965. New

orders were off fractionally (about 0.8 percent) from January when bookings fell by 6.7 percent. Compared with a year earlier, durable goods orders were 6 percent lower.

Most of the over-the-month decline reflected a drop in new orders for automobiles. However, an increase in aerospace orders almost offset the sharp auto drop. As a result, the order inflow for all transportation equipment slipped by only $100 million from the month before. Machine tool orders (generally regarded as one of the most sensitive economic indicators of future conditions) were somewhat higher than in January but were 32 percent below a year earlier. For the first 2 months of 1967, new orders for machine tools, at $214.9 million, were down about 33 percent from the first 2 months of 1966.

Shipments of durable goods during the month were down 2 percent from January—to $22.8 billion, the lowest volume since April 1966. The decline reflected a large drop in auto shipments and moderate reductions in most other major groups. Compared with a year earlier, shipments were up by some $400 million.

The *unfilled orders backlog* at the end of February was at a seasonally adjusted $75 billion, which was 0.7 percent below the January volume and the lowest level since the total $73.3 billion last August. The largest declines were in primary metals, machinery, and transportation equipment.

Private housing starts (seasonally adjusted) fell sharply in February, following 3 successive months of rises. The total of 1,089,000 was 193,000 units (or 15.1 percent) fewer than January—down by 285,000 units from a year earlier. The over-the-month drop was widely scattered, with reductions in all areas except the West.

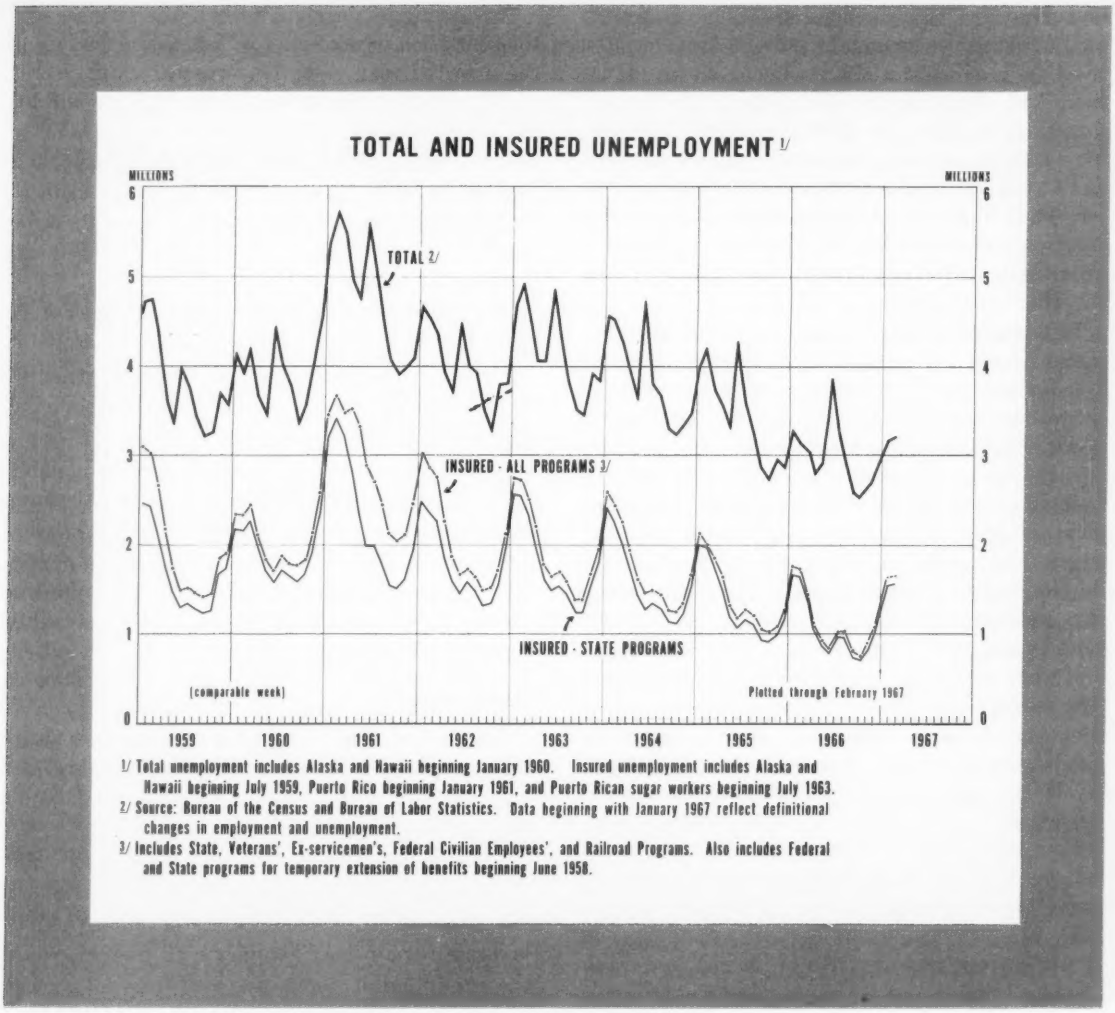
Building permits were issued at an annual rate of 847,000 some 10 percent less than in January and 29 percent under the year-ago number. The permit decline was sharpest in the North East region, followed by the North Central; small gains occurred in the South and West. On a nationwide basis, the permits rate for single family houses edged up to 551,000 from the January total of 549,000. In the 2- to 4-unit category the rate rose by 11 percent to 59,000; for apartment buildings to house five or more families, the rate dropped sharply, falling by 30 percent to 237.000 units.

The value of *new construction put in place* in February was at a seasonally adjusted annual rate of $71.7 billion, not significantly different from January's $71.1 billion. But it was 9 percent below the year-earlier rate. Total private construction came to a $48.3 billion rate, slightly higher than the January figure of $47.9 billion but 11 percent below the rate in February 1966. Residential building outlays rose by 2 percent to $21.2 billion. However, this was almost 25 percent less than the year-earlier level. Outlays for new public construction totaled $23.4 billion. This amount was virtually unchanged from the January figure but was 5 percent less than the rate a year earlier.

Although *personal income* continued its long advance and reached a record $609.9 billion (seasonally adjusted), the over-the-month gain of $2.4 billion was the smallest increase since the $1.5 billion rise in April 1966. Payrolls in the private sector declined by $1 billion to a $131.2 billion annual rate, primarily because of the sharp reduction in average weekly hours worked. Income declines in manufacturing were widespread, despite higher hourly pay rates. The largest reductions occurred in the metals, machinery, and transportation equipment sectors (which have high pay scales). In nondurable goods, the largest declines were in textiles and apparel. Payrolls gains slackened in the remaining wage and salary categories, as did dividend income. Farm income also slipped, but interest income maintained the rate of gain evidenced in January. Payrolls gains at all levels of government matched the January advance. Transfer payments, such as social security benefits, rose by $1.1 billion for the third consecutive month, reaching a $51.1 billion annual rate.

Retail sales in February were some $400 million below the January figure and down to $25.3 billion (seasonally adjusted). This was the lowest sales volume since May of 1966. Durable goods sales were $7.7 billion—down by 5 percent over the month and 6 percent over the year. (Lower auto sales were a factor as evidenced by a slump of 7 percent from January and 24 percent from a year earlier. The sales figure of 507,000 auto units this February was the lowest for the month since the industry sold 456,900 in February 1962.) In the nondurable goods area, the sales volume, at $17.5 billion, was unchanged from the preceding month but 4 percent higher than a year earlier.

The *consumer price index* resumed its recent moderate climb in February, after holding steady the month before. The index edged up by 0.1 point to a record 114.8 percent, or 2.9 percent above the


TOTAL AND INSURED UNEMPLOYMENT 1/
MILLIONS
MILLIONS
6
5
4
3
2
1
0
TOTAL 2/
INSURED - ALL PROGRAMS 3/
INSURED - STATE PROGRAMS
(comparable week)
Plotted through February 1967
1959
1960
1961
1962
1963
1964
1965
1966
1967
1/ Total unemployment includes Alaska and Hawaii beginning January 1960. Insured unemployment includes Alaska and Hawaii beginning July 1959, Puerto Rico beginning January 1961, and Puerto Rican sugar workers beginning July 1963.
2/ Source: Bureau of the Census and Bureau of Labor Statistics. Data beginning with January 1967 reflect definitional changes in employment and unemployment.
3/ Includes State, Veterans', Ex-servicemen's, Federal Civilian Employees', and Railroad Programs. Also includes Federal and State programs for temporary extension of benefits beginning June 1958.

year-earlier level. Higher costs of consumer services were mainly responsible for the small rise from January. Although food prices were lower, the increased costs of clothing and transportation were offsetting factors.

Employment

Total civilian employment moved up seasonally in February, increasing by over 300,000 to 72.5 million. All of the rise was in the nonagricultural sector, where nearly 400,000 additional jobs were filled. Agricultural employment continued its long-term decline, falling by some 54,000. From a year earlier, total employment was some 1.8 million higher. Included in the over-the-year job gains were some 1 million adult women, 600,000 adult men, and 250,000 teenagers.

Nonfarm payroll employment rose by 125,000 (seasonally adjusted) over the month, to a record 65.5 million. The gain, however, was only about half as large as the increases posted in recent months. Virtually all of the rise was in nonfactory jobs, as manufacturing employment showed a moderate decline. The largest gain was in government (some 84,000), with most of the increase in State and local government employment. Employment in the services industry also showed a seasonally adjusted rise over the month (some 44,000).

A gain of 56,000 jobs occurred in construction. Construction employment during the latter part of 1966 fell sharply, reflecting the weakness in both residential and commercial construction, primarily

because of the "tight money" situation. However, recent reverses in monetary policies have had the effect of providing a less stringent money situation, and the construction picture has become somewhat brighter. In January, construction employment (seasonally adjusted) lifted somewhat, and an advance in February carried the number of jobs in this industry back to about the level of a year earlier. However, construction employment (seasonally adjusted) is still about 60,000 below the March 1966 peak.

In manufacturing, employment (seasonally adjusted) moved down by 65,000 between January and February. Widespread declines occurred in the production of both durable and nondurable goods. Reductions in apparel (19,000), machinery (13,000), and primary metals (10,000) accounted for two-thirds of the total drop. Employment in the transportation equipment industry edged down, reflecting decreased automobile production due to lower demand, strikes, and inclement weather. There were also fewer workers than in the preceding month, in both the lumber and wood products and the machinery categories. The reductions in these two industry groups were somewhat more than seasonal. In the nondurable goods industries, less than seasonal employment levels occurred in all groups except chemicals and petroleum.

Compared with a year earlier, nonfarm payroll employment was some 2.7 million higher, with gains occurring in all industry groups except mining. Manufacturing employment was up by some 700,000; about three-fourths of the rise in durable goods. Lumber and stone-clay-glass were the only durable goods industries showing less employment. In the nondurables sector, tobacco manufactures, textiles, and leather showed fewer employees than a year earlier.

Advancing by nearly 2 million, the services sector continued to account for the major portion of the over-the-year rise. Government employment rose by 815,000 (about 70 percent in State and local government), while trade was up by 444,000. Service employment was nearly one-half million higher, and the aggregate rise in public utilities and finance-insurance-real estate came to some 200,000. Construction employment showed an advance of 29,000.

The seasonally adjusted *average workweek* in manufacturing dropped to 40.3 hours from January's 41.0 hours, the largest decline in any month since December 1960. Overtime in manufacturing (seasonally adjusted) averaged 3.4 hours, down from 3.7 hours a month earlier. *Average hourly earnings* remained at $2.78; but with weekly hour earnings dropping sharply over the month, *average weekly earnings* declined by $1.54 to $111.48. This was the second consecutive monthly decline in factory paychecks. A year earlier, average weekly earnings were $110.27.

Unemployment

Total unemployment, at 3.2 million, showed little change from January. Seeking employment were 1.3 million adult men, 1.1 million adult women, and 771,000 teenagers (age 16–19).

The unemployment rate was 3.7 percent, unchanged since December. A year ago, the jobless rate was also 3.7 percent. For adult men, the jobless rate remained at January's 2.2 percent, while the rate for adult women declined from 4.3 percent to 4.0 percent. Compared with 12.1 percent a year earlier, the jobless rate for teenagers (16–19) increased from 11.0 percent in January to 13.2 percent.

NOTE.—A separate monthly report, *Unemployment Insurance Statistics*, provides more detailed data on unemployment insurance activities. Copies of *Unemployment Insurance Statistics* are available upon request to Unemployment Insurance Service, Bureau of Employment Security, U.S. Department of Labor, Washington, D.C., 20210.

Insured Unemployment*

IN FEBRUARY, insured unemployment usually decreases somewhat but this year the volumes increased by some 24,500 to a weekly average of 1,582,000. Despite the contraseasonal increase, this was the lowest weekly average volume for the month since 1956, when insured joblessness averaged 1,518,000. Last February, insured unemployment stood at 1,590,000. The national rate of insured unemployment moved up from 3.3 percent in January to 3.4 percent—the lowest February rate since 1953, when the rate was 3.1 percent. A year ago, the rate was 3.6 percent.

Claims volumes under the two Federal programs rose slightly during February. Under the UCX (Unemployment Compensation for Ex-Servicemen) program, insured joblessness increased by 200 to 24,700—the lowest February figure since the start of the series in 1958. A year ago, the average was 30,500. Under the UCFE (Unemployment Compensation for Federal Employees) program, insured joblessness showed an increase of 500, bringing the total to 23,600—also the lowest for the month since the start of this series in 1955.

Twenty-nine States and the District of Columbia reported increases in insured unemployment under State programs in February; in the preceding month, all 50 States and the District of Columbia had increases, while Puerto Rico showed a moderate reduction. The largest increases over the month were in Michigan (15,400), California (14,200), Illinois (4,100), Ohio (3,100), and Indiana (3,000). Of the States reporting reductions, the most substantial were in Puerto Rico (6,100), Pennsylvania (2,890), and Tennessee (2,100). Other reductions ranging from 1,000 to 1,300 were reported in Georgia, Massachusetts, Mississippi, Oregon, Washington, and West Virginia—in that order.

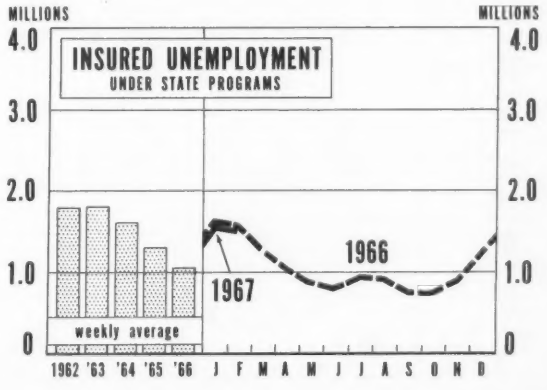
Layoffs in the construction industry and cutbacks in auto assembly plants were primary factors for the insured jobless rises in Michigan, Indiana, and Ohio. In addition, poor weather conditions in most parts of the State occured in Ohio, contributing to sizable layoffs in the stone-clay-glass industry and other outdoor work. Over 67 percent of California's increase was due to layoffs in construction; and higher joblessness in the food processing industries and poor weather conditions added to the unemployment volume.

Of the States reporting reductions in insured joblessness, Puerto Rico's decline was the most substantial—a drop of some 6,100, mainly among sugarcane workers. A pickup in the construction industry accounted for nearly all the downswing in Pennsylvania, while a speedup in textiles and apparel was a factor in the reduction in Tennessee.

Compared with a year earlier, 31 States and the District of Columbia showed declines in insured joblessness. New York reported the most substantial decline—some 32,000 below the year earlier volume—reflecting a pickup in the apparel, trade, services, and construction industries. Pennsylvania's decline of 8,600 stemmed primarily from higher construction and trade activity, while in Texas cutbacks in the food, lumber, and paper industries contributed to a reduction of 5,500.

Of the 20 States reporting increases, Michigan had the largest rise, up by 32,400 (mostly auto workers). California followed with an increase of some 16,700, mainly among workers from the lumbering, construction, trade, and services industries. Oregon reported a rise of 8,700 stemming from increased joblessness in paper and lumber.

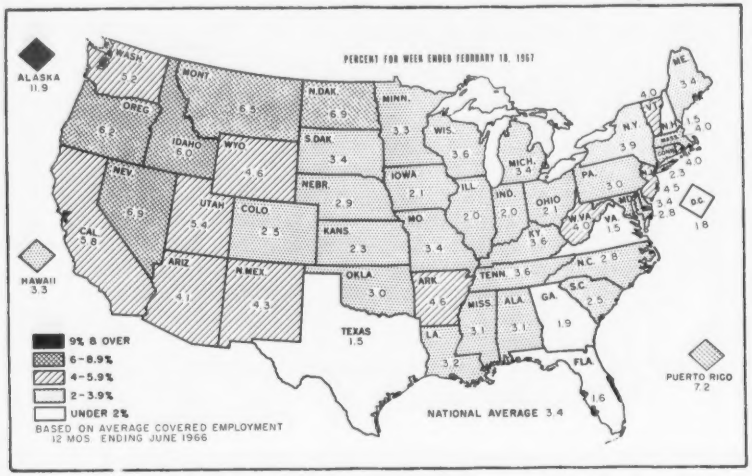
In February, the highest rates of insured unemployment were reported in Alaska (13.2 per-



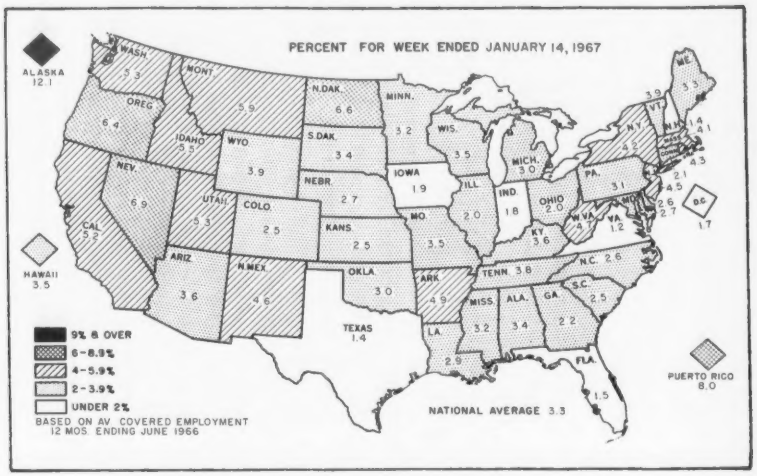
Prepared in the Office of Program Reports and Research, Administration and Management Service, Bureau of Employment Security.

STATE INSURED UNEMPLOYMENT AS PERCENT OF AVERAGE COVERED EMPLOYMENT

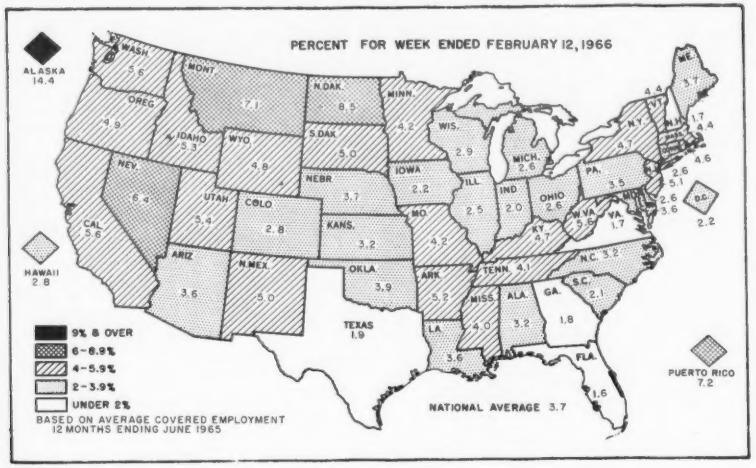
LATEST MONTH



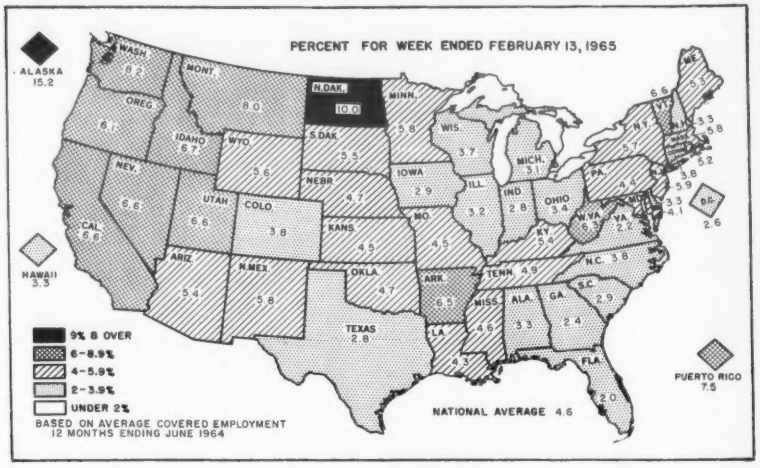
PREVIOUS MONTH



ONE YEAR AGO



TWO YEARS AGO



Week ended—	Initial claims [1]		Insured unemployment [1]	
	1967	1966	1967	1966
January 7	346,400	402,600	1,594,300	1,657,800
January 14	334,200	348,000	1,563,200	1,673,700
January 21	277,700	290,800	1,551,200	1,623,900
January 28	252,800	277,900	1,532,800	1,617,200
February 4	274,400	318,700	1,534,000	1,668,800
February 11	276,300	255,000	1,557,000	1,640,300
February 18	247,900	208,900	1,579,100	1,546,400
February 25	248,300	195,400	1,624,900	1,544,600
March 4	326,800	198,200	1,620,500	1,471,300
Weekly averages				
January	300,200	329,100	1,558,000	1,644,400
February	266,900	238,500	1,578,200	1,590,200

[1] Refers to State programs.

cent), Puerto Rico (7.2 percent), and Nevada and North Dakota (6.9 percent each). Rates in four of the large industrial States were higher than the national rate—California (5.7 percent), New Jersey and New York (4.4 percent each), and Michigan (3.7 percent). Six States posted rates of less than 2.0 percent—Georgia (1.9 percent), the District of Columbia (1.8 percent), Florida and New Hampshire (1.6 percent each), Texas (1.5 percent), and Virginia (1.4 percent).

Benefits

Benefit payments declined to $230.9 million in February, $5.0 million less than in January, and $700,000 more than in February 1966. Some $219.5 million of the benefits was paid under the State programs. This was some $5.3 million less than in January and about $2.3 million more than a year earlier. The February 1967 figure is the lowest for any February since 1957, when payments totaled $162.4 million.

The average weekly benefit amount under the State programs was $41.97 in February—1 cent more than in January and $2.30 above the year-earlier figure. Average weekly payments were highest in California ($51.35), Colorado ($49.48), Hawaii ($49.24), and Wisconsin ($49.04). The lowest average checks were in Puerto Rico ($17.65), West Virginia ($26.04), and Mississippi ($26.60).

Although a sharp rise in benefit payments normally occurs under the UCFE and UCX programs in February, the former showed only a slight increase and the latter a reduction. Some $3.7 million was disbursed under the UCFE program in February, compared to $3.6 million in January, and under the UCX program some $3.8 million was disbursed, compared to $4.0 million in January. Both programs showed lower payments—over the year, UCFE by $752,000 and UCX by $639,000.

About 7.7 percent of all unemployment benefit checks under State programs were for partial unemployment. The average weekly partial check was $24.83, compared with $24.21 in January and $26.34 last February. The proportions of partially unemployed claimants varied widely from State to State, ranging from 2.5 percent in the District of Columbia and 2.7 percent in Nebraska to 16.9 percent in North Carolina and 20.0 percent in North Dakota.

Exhaustions

The number of persons exhausting their benefit rights under State programs moved down in February by some 2,400 to 64,129, the lowest February figure since 1945. A year earlier exhaustions totaled 75,600. Exhaustees this February accounted for about 6.5 percent of the 975,700 claimants who ceased filing for benefits during the month. Presumably, most of the remainder of those who stopped filing had returned to work or had left the labor force.

Activity [1]	Number or amount February 1967	Percent change from—		January–February cumulative (in thousands)	
		January 1967	February 1966	1967	1966
Initial claims [2]	1,086,800	−19.3	+10.3	2,433	2,384
Weeks claimed [2]	6,347,700	−7.7	−4.4	13,227	13,478
Insured unemployment (weekly average) [2]	1,582,400	+1.6	−0.5	1,570	1,618
Beneficiaries (weekly average)	1,349,500	+5.8	−4.5	1,311	1,371
Benefits paid [3]	$219,479,700	−2.4	+1.1	$441,164	$425,868
Claimant exhaustions	64,100	−3.6	−15.2	131	154

[1] Data relate to State programs only.
[2] Includes agent State claims taken by the Virgin Islands; also includes data under Puerto Rico sugarcane program.
[3] Monthly data represent gross amount; cumulative data represent net amounts.

Selected Unemployment Insurance Statistics, State Programs, February 1967

State	Initial claims received 1/ 2/	Weeks claimed 2/	Number of insured unemployed (weekly average) 3/	Number of beneficiaries (weekly average) 3/	Average weekly payments for total unemployment	Number of final payments 4/	Benefits paid 5/	12 months ending Feb. 1967 (in thousands)		Funds available February 1967 7/ (in thousands)
								Benefits paid 6/	Collections and interest	
Total	8/1,086,810	8/6,347,705	8/1,582,441	1,343,460	$41.97	64,189	$215,473,719	$1,786,595	$351,171	$9,773,523
Alabama	13,455	87,964	20,028	16,095	31.34	1,075	1,984,396	16,896	31,148	10,315
Alaska	2,404	22,909	5,369	5,673	44.09	218	992,890	6,659	10,643	10/20,159
Arizona	7,829	46,226	11,595	8,713	39.17	481	1,316,214	10,240	18,101	73,121
Arkansas	8,462	65,654	16,202	12,418	29.75	559	1,442,081	10,082	17,840	41,259
California	167,763	1,042,191	261,486	232,239	51.35	13,550	46,637,102	9/ 421,738	577,661	793,269
Colorado	6,655	44,759	10,306	9,558	49.48	265	1,936,935	9/ 3,672	18,026	70,890
Connecticut	10,974	77,475	13,770	17,789	47.19	782	3,302,189	23,358	66,386	246,017
Delaware	6,848	19,365	5,150	5,142	44.76	191	904,127	6,383	6,641	24,797
Dist. of Col.	3,261	22,479	5,795	4,378	44.35	165	773,261	7,154	11,354	68,794
Florida	12,001	72,754	18,183	9,355	28.84	890	1,052,435	17,503	33,918	208,878
Georgia	16,547	70,447	17,629	12,947	34.08	1,324	1,639,827	14,445	42,562	228,929
Hawaii	2,654	26,333	6,415	6,061	49.24	267	1,128,977	8,624	11,765	26,737
Idaho	3,636	32,922	8,042	6,772	44.55	464	1,151,952	6,654	9,986	35,662
Illinois	43,298	243,167	61,821	54,184	45.97	2,497	9,676,869	63,938	100,406	572,524
Indiana	21,564	106,849	26,633	21,820	36.44	1,361	3,123,381	21,306	61,539	286,554
Iowa	5,717	42,035	10,621	9,042	43.95	340	1,332,602	7,927	13,790	123,290
Kansas	6,803	37,818	9,548	8,334	41.96	363	1,366,655	9,255	19,600	74,819
Kentucky	11,480	78,606	19,543	13,452	36.67	500	1,894,236	14,986	28,447	138,580
Louisiana	12,854	83,346	20,754	18,238	36.46	999	2,587,107	20,319	41,906	151,763
Maine	3,557	28,717	7,294	6,277	36.28	512	855,508	6,957	10,813	39,345
Maryland	13,933	83,928	22,235	20,607	40.55	398	3,221,765	21,665	51,572	205,806
Massachusetts	35,015	260,224	65,810	53,423	45.54	2,762	10,040,539	86,773	148,751	288,777
Michigan	89,630	312,205	80,093	64,986	47.71	2,882	12,191,276	86,107	197,976	10/605,193
Minnesota	10,483	103,985	27,612	23,654	40.18	682	3,753,885	20,012	46,148	92,217
Mississippi	6,066	44,003	10,898	8,463	26.60	335	884,071	6,076	10,641	74,632
Missouri	31,053	144,313	36,049	26,708	39.30	1,012	3,893,739	29,159	54,145	264,722
Montana	3,717	32,547	7,680	6,845	51.86	305	878,960	5,388	6,314	20,312
Nebraska	3,249	30,588	7,323	6,807	37.10	301	996,751	8,860	13,301	45,119
Nevada	2,014	37,619	8,735	9,209	43.22	520	1,557,548	11,831	11,199	27,775
New Hampshire	2,347	10,351	2,680	2,006	38.55	14	283,030	1,851	7,690	37,264
New Jersey	48,723	304,401	77,797	74,889	41.79	3,993	12,294,831	104,442	157,345	353,496
New Mexico	4,678	34,339	7,626	6,394	31.45	151	788,592	6,094	8,148	37,396
New York	148,580	827,405	208,789	193,316	43.89	5,872	32,510,603	310,291	477,010	1,453,942
North Carolina	23,041	126,805	31,212	24,190	27.84	895	2,586,740	20,883	54,119	280,971
North Dakota	1,574	23,032	5,401	4,949	41.93	110	830,561	5,355	5,294	6,625
Ohio	43,772	223,084	57,566	44,169	41.29	814	3,172,744	43,989	200,899	520,649
Oklahoma	6,815	52,001	12,885	9,269	27.64	601	1,006,797	10,068	16,924	56,675
Oregon	16,147	122,965	30,072	26,084	37.78	647	3,873,210	23,494	36,915	110,665
Pennsylvania	71,834	363,594	92,698	76,584	37.45	1,602	10,733,237	84,697	318,082	10/547,298
Puerto Rico	8/11,458	8/102,384	8/22,318	13,704	17.65	3,784	991,931	9/12,502	24,390	62,786
Rhode Island	8,545	41,906	10,524	9,317	41.88	492	1,492,573	11,564	21,362	64,664
South Carolina	9,727	52,937	13,260	10,125	31.43	876	1,238,165	10,379	26,606	114,804
South Dakota	879	11,959	2,936	2,218	33.86	71	288,058	1,735	2,687	16,031
Tennessee	16,536	120,914	30,212	24,333	31.25	1,138	2,960,726	19,361	50,541	143,799
Texas	22,971	132,707	31,678	23,126	31.05	2,192	2,002,333	28,531	66,320	294,684
Utah	4,384	43,814	10,897	9,057	41.57	438	1,473,552	9,141	12,482	39,217
Vermont	1,980	15,106	3,583	3,126	39.90	55	463,235	3,233	9,464	10,237
Virginia	9,185	53,001	12,347	9,265	33.67	441	1,216,628	7,700	24,545	170,176
Washington	22,385	148,318	36,491	33,168	33.61	2,802	4,407,833	31,674	67,266	249,835
West Virginia	7,941	58,002	14,554	12,385	26.42	352	1,270,615	3,539	13,016	72,673
Wisconsin	30,098	136,888	32,688	23,345	49.04	926	5,602,282	33,980	61,143	243,015
Wyoming	1,234	11,444	2,802	2,259	42.13	49	371,347	2,246	4,345	12,373

1/ Excludes transitional claims.
2/ Total includes claims taken as agent State by the Virgin Islands.
3/ Weekly data are adjusted for split weeks in the month on the basis of a 5-day work week.
4/ A final payment is the payment for the last week of compensable unemployment in a benefit year, and indicates the exhaustion of benefit rights by a claimant for that benefit year. Because of the time lapse between the actual week in which the unemployment occurs and the date on which final payment is made the monthly total includes some claimants who exhausted their rights in the preceding month but received their final payment in the reported month, and excludes some claimants who exhausted their rights in the reported month but will not receive their final payments until the succeeding month. Workers who exhaust their rights may be entitled to additional benefits when the following benefit year begins. The number of exhaustions is not indicative of the number who are still unemployed as some will have obtained employment and others may have withdrawn from the labor force.
5/ Unadjusted for voided benefit checks and transfers under interstate combined-wage plan. Includes $29,306 in payments under extended duration provisions of State laws in Puerto Rico.
6/ Adjusted for voided benefit checks and transfers under interstate combined-wage plan.
7/ Includes amount credited to States' accounts in the unemployment trust fund, less withdrawals by the States, under the provisions of the Employment Security Administrative Financing Act of 1954.
8/ Includes data under the program for Puerto Rican sugarcane workers.
9/ Includes payments made under State temporary extended benefit provisions.
10/ Funds available reflect an advance from Federal account in Unemployment Insurance Trust Fund.

Selected Unemployment Insurance Statistics, Federal Programs [1] February 1967

State	UCFE					UCX				
	Initial claims received 2/	Weeks claimed	Number of beneficiaries (weekly average)	Benefits paid 3/	Average weekly payments for all unemployment 4/	Initial claims received 2/	Weeks claimed	Number of beneficiaries (weekly average)	Benefits paid 3/	Average weekly payments for all unemployment 4/
Total	9,148	96,218	22,688	$3,728,329	$41.08	15,087	100,642	23,248	$3,878,076	$41.70
Alabama	223	2,388	369	50,890	34.53	288	2,010	379	52,676	34.72
Alaska	147	2,104	591	106,289	44.98	54	412	130	23,116	44.45
Arizona	134	1,488	374	58,073	39.84	215	1,369	306	49,670	40.61
Arkansas	61	1,423	219	29,888	34.16	103	1,061	201	28,330	35.32
California	1,619	15,480	3,648	767,762	52.62	2,513	20,665	5,312	1,035,653	48.74
Colorado	99	1,117	249	48,107	49.25	228	1,496	312	57,917	46.37
Connecticut	19	296	62	11,717	47.06	112	493	95	16,066	42.50
Delaware	23	132	18	3,063	41.96	68	230	51	8,914	43.91
Dist. of Col.	218	2,588	745	141,205	47.37	66	427	100	17,236	42.99
Florida	116	1,159	167	20,345	30.50	293	1,295	241	30,833	32.05
Georgia	143	1,499	297	45,813	38.53	251	1,477	316	51,751	41.01
Hawaii	71	949	283	57,435	50.78	86	1,022	278	58,572	52.77
Idaho	106	1,850	448	80,692	45.03	94	895	203	33,095	40.71
Illinois	297	2,616	591	88,760	37.53	446	1,995	461	73,702	39.97
Indiana	69	782	136	20,562	37.73	260	1,267	242	36,588	37.80
Iowa	40	320	78	13,125	41.93	67	451	148	26,641	45.15
Kansas	101	710	174	27,580	39.74	115	588	171	29,975	43.76
Kentucky	169	1,621	340	52,983	39.02	307	2,612	570	92,923	40.77
Louisiana	119	1,321	189	27,840	36.92	191	1,597	295	47,001	39.90
Maine	16	259	73	8,870	30.59	88	558	125	19,942	40.04
Maryland	208	987	192	30,991	40.30	307	1,271	302	51,911	43.01
Massachusetts	178	2,083	522	101,097	48.44	231	2,012	486	96,120	49.44
Michigan	243	2,029	506	84,826	41.93	714	3,594	825	143,150	43.38
Minnesota	94	1,037	319	47,710	37.36	224	1,974	589	94,704	40.20
Mississippi	100	1,425	382	42,870	28.07	113	480	113	13,212	29.23
Missouri	206	1,153	276	39,357	35.71	270	1,624	416	66,225	39.82
Montana	170	1,889	448	59,423	33.18	80	748	165	21,769	32.98
Nebraska	79	790	206	29,311	35.66	45	412	95	14,706	38.60
Nevada	106	639	136	23,585	43.51	77	634	183	31,400	42.95
New Hampshire	13	35	11	1,793	39.84	52	203	46	8,051	43.76
New Jersey	277	2,280	442	77,545	43.89	446	3,104	695	120,930	43.50
New Mexico	178	1,838	341	45,910	33.68	168	918	176	24,290	34.55
New York	872	7,297	1,653	272,663	41.25	962	5,061	1,138	186,185	40.90
North Carolina	147	1,470	329	39,966	30.35	298	1,704	336	53,029	39.46
North Dakota	37	556	112	17,024	38.09	74	973	216	34,010	39.41
Ohio	184	1,865	591	93,438	39.51	718	3,891	629	102,586	40.81
Oklahoma	80	1,085	225	26,124	29.06	106	1,307	274	33,901	30.99
Oregon	188	2,137	591	86,509	36.58	266	2,294	510	84,133	41.25
Pennsylvania	364	4,355	982	152,818	38.89	1,238	7,139	1,658	265,720	40.06
Puerto Rico	90	631	126	9,656	19.16	145	1,672	400	31,448	19.66
Rhode Island	38	674	186	34,023	45.73	90	515	115	20,225	43.87
South Carolina	57	643	141	19,357	34.38	122	878	207	32,681	39.57
South Dakota	39	614	153	20,763	33.93	51	424	101	13,818	34.37
Tennessee	291	4,849	1,490	216,191	36.27	255	2,297	545	78,094	35.84
Texas	355	3,233	726	92,924	32.01	566	4,137	921	133,058	36.11
Utah	75	1,637	395	71,157	45.06	81	867	184	30,320	41.25
Vermont	12	121	21	3,114	36.64	34	162	38	6,121	40.54
Virginia	127	1,029	170	23,347	34.44	145	764	125	17,927	35.85
Virgin Islands	0	0	0	0	0	0	1	3	226	18.83
Washington	382	5,155	1,294	189,000	36.52	808	3,967	977	151,240	38.69
West Virginia	39	394	95	8,734	23.04	321	1,955	443	57,471	32.45
Wisconsin	109	1,775	461	85,941	46.61	190	1,380	331	55,899	42.19
Wyoming	20	411	121	20,163	41.83	45	360	76	12,913	42.34

1/ The programs for Federal civilian employees (UCFE) and for ex-servicemen (UCX), established under Title XV of the Social Security Act, became effective January 1, 1955 and October 27, 1958, respectively. Data exclude information on claims filed jointly with State unemployment insurance programs.

2/ Includes transitional claims.

3/ Unadjusted for voided benefit checks and transfers under interstate combined-wage plan.

4/ Includes data for total, part-total, and partial unemployment. Separate data for total unemployment are not available.

Income-Maintenance Program Operations
All Programs

	1966		1965	
	November	October	November	October
Total Public Income-Maintenance Payments (millions)	$3,822	$3,693	$3,277	$3,221
Old-age, survivors, and disability insurance	1,955	1,889	1,599	1,574
Railroad and public employee retirement	1/579	1/577	1/504	1/501
Unemployment insurance, temporary disability insurance, workmen's compensation, training benefits (ARA and MDTA)	2/348	2/323	2/353	2/334
Veterans' compensation and pension programs	369	368	356	356
Public assistance	571	535	465	457
Old-Age, Survivors, and Disability Insurance				
Total beneficiaries (thousands)	22,651	22,457	20,721	20,523
Retired workers	11,630	11,601	11,057	11,009
Survivors and dependents	9,352	9,324	8,683	8,544
Disabled workers	1,089	1,080	981	970
Total monthly benefits (millions)	3/$1,631	3/$1,621	3/$1,507	3/$1,494
Retired workers	980	977	928	925
Survivors and dependents	524	522	483	474
Disabled workers	107	106	96	95
Persons receiving special benefits	4/20	4/16	--	--
Public Assistance				
Total recipients (thousands)	7,927	7,880	7,664	7,614
Federally aided programs	7,316	7,284	7,023	6,982
Aid to families with dependent children--children	3,460	3,428	3,249	3,223
Total recipients	4,568	4,528	4,302	4,268
Old-age assistance	2,079	2,089	2,087	2,083
Other federally aided programs	1,610	1,505	914	905
General assistance: Cases	290	287	300	299
Recipients	611	596	641	632
Total payments (millions)	5/$571	5/$535	5/$465	5/$457
Federally aided programs	541	504	435	428
General assistance	23	23	20	20

1/ Data not comparable with earlier reports. Effective January 1964, Federal noncontributory and State and local retirement systems previously included with the data for unemployment insurance, temporary disability insurance, and workmen's compensation are included with railroad and public employees retirement systems.
2/ Data for temporary disability insurance and workmen's compensation include estimated payments made by private insurers and self-insurers in accordance with law.
3/ Current payment status, excludes lump sum and retroactive payments and adjustments for over and under payments.
4/ Special benefits (authorized by P. L. 89-368) for persons aged 72 and over not insured under the regular nor the transitional provisions of the Social Security Act, beginning October 1966.
5/ Total exceeds sum of items because of inclusion of vendor payments, not shown in detail.

Temporary Disability Insurance Activities Under State and Railroad Programs

	First claims received		Weeks compensated		Benefits paid		Benefits paid	
	December 1966	November 1966	December 1966	November 1966	December 1966	November 1966	December 1965	November 1965
California								
State plan								
Basic benefits	45,249	49,789	288,635	291,412	$16,065,475	$16,215,697	$16,865,675	$16,207,832
Additional hospital benefits	1/28,658	1/27,686	2/211,240	2/198,944	2,534,880	2,387,328	2,761,728	2,535,780
Private plan	3,361	3,416	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)
New Jersey								
State plan	7,027	8,152	59,818	55,177	2,379,186	2,199,877	2,331,687	2,111,953
Private plan	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)
New York	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)	(3/)
Rhode Island	2,500	2,770	28,100	26,513	1,020,994	969,415	987,379	951,215
Railroad								
Sickness	7,747	8,784	4/99,106	5/100,634	3,375,313	3,668,274	3,861,793	4,011,314
Maternity	114	138	4/1,568	5/2,058	114,131	144,286	117,821	131,525

1/ Represents the number of payments made.
2/ Days for which additional hospital benefits were paid.
3/ Data not available.
4/ Estimated from data "benefit periods" compensated which number 49,553 for sickness and 784 for maternity.
5/ Estimated from data "benefit periods" compensated which number 50,317 for sickness and 1,029 for maternity.

Reports Available in the Series on

Temporary Extended Unemployment Compensation

The following publications, each bearing the general title *Family Characteristics of the Long-Term Unemployed, a report on a study of claimants under the Temporary Extended Unemployment Compensation Program, 1961–62,* with the subtitles indicated below, are available from the U.S. Department of Labor, Bureau of Employment Security, Washington, D.C., 20210:

TEUC Report Series No. 1, January 1962, preliminary report on the May 1961 survey (BES No. U–207–1). National analysis of results of a survey of family characteristics and prior work history of TEUC claimants based on personal interviews conducted in May 1961 in every State, the District of Columbia, and Puerto Rico.

TEUC Report Series No. 2, April 1962, interim report on the May 1961 survey (BES No. U–207–2). National and State analysis of results of family characteristics and prior work history of TEUC claimants based on personal interviews conducted in May 1961. National and State data.

TEUC Report Series No. 3, September 1962, report on May and September 1961 surveys (BES No. U–207–3). National analysis of results of surveys conducted in May and September 1961 based on personal interviews of TEUC claimants in these two periods. National and State data.

TEUC Report Series No. 4, January 1963, combined report on surveys conducted in May and September 1961, January and April 1962 (BES No. U–207–4). National analysis of the results of four surveys conducted during the TEUC program. National and State data.

TEUC Report Series No. 5, March 1963, combined report on surveys conducted in May and September 1961 and January 1962 (BES No. U–207–5). National and State data showing the results of the first three surveys of TEUC claimants.

TEUC Report Series No. 6, June 1963, a report on May 1961 survey claimants who exhausted their TEUC benefit entitlement by August 31, 1961 (BES No. U–207–6). National analysis of family, personal, and economic characteristics and prior work history of claimants interviewed in the May 1961 survey who exhausted their entitlement to TEUC benefits by August 31, 1961, compared with claimants who did not exhaust their entitlement.

TEUC Report Series No. 7, December 1963, combined report on claimants who exhausted their TEUC benefit entitlement, May and September 1961 and January and April 1962 surveys (BES No. U–207–7). National analysis of family, personal, and economic characteristics and prior work history of claimants interviewed in any of the four surveys who exhausted their entitlement by the end of the TEUC program, compared with claimants who did not exhaust their entitlement. National and State data.

THE LONG-TERM UNEMPLOYED

A Special TEUC Report Series

This report completes the series of special reports designed to cover various aspects of the Temporary Extended Unemployment Compensation Program, 1961-62. Each of these special reports, with a brief description of the contents, is indicated below. Copies of the reports, each bearing the general title "The Long-Term Unemployed," are available from the U.S. Department of Labor, Bureau of Employment Security, Washington, D.C., 20210.

EDUCATIONAL ATTAINMENT, Special TEUC Report No. 1, October 1964 (BES No. U-225-1). A national study of educational characteristics of claimants under the Temporary Extended Unemployment Compensation Program, 1961-62.

LABOR FORCE STATUS AFTER EXHAUSTION OF BENEFITS, Special TEUC Report No. 2, February 1965 (BES No. U-225-2). A 13-State study of claimants who exhausted benefits under the Temporary Extended Unemployment Compensation Program, 1961-62.

COMPARISON WITH REGULAR UNEMPLOYMENT INSURANCE CLAIMANTS, Special TEUC Report No. 3, November 1965 (BES No. U-225-3). A 13-State study comparing family and other characteristics of claimants under the Temporary Extended Unemployment Compensation Program, 1961-62, and regular State programs.

INTERSTATE CLAIMANTS, Special TEUC Report No. 4, March 1966 (BES No. U-225-4). A 4-State study comparing family and other characteristics of interstate and intrastate claimants under the Temporary Extended Unemployment Compensation Program, 1961-62.

FINANCIAL RESOURCES AND ADJUSTMENTS, Special TEUC Report No. 5, August 1966 (BES No. U-225-5). A 13-State study of the resources available to and adjustments made by claimants who received benefits under the Temporary Extended Unemployment Compensation Program, 1961-62, and regular State programs.

CLAIMANTS UNDER FEDERAL UNEMPLOYMENT COMPENSATION PROGRAMS, Special TEUC Report No. 6, February 1967 (BES No. U-225-6). A national study of family and other characteristics of UCFE (Federal civilian employees) and UCX (ex-servicemen) claimants who received benefits under the Temporary Extended Unemployment Compensation Program, 1961-62.

U.S. GOVERNMENT PRINTING OFFICE: 1967 O—260-566

STATE EMPLOYMENT SECURITY AGENCIES AFFILIATED WITH THE BUREAU OF EMPLOYMENT SECURITY

(Additional information can be obtained from the State agencies listed below)

ALABAMA	Department of Industrial Relations, Industrial Relations Building, Montgomery 36104
ALASKA	Employment Security Division, Department of Labor, Box 3-7000, Juneau 99801
ARIZONA	Arizona Employment Security Commission, State Employment Service, 1717 West Jefferson Street, P.O. Box 6339, Phoenix 85007; Unemployment Compensation Division, P.O. Box 6123, Phoenix 85005
ARKANSAS	Employment Security Division, Department of Labor, Employment Security-Welfare Building, Box 2981, Little Rock 72203
CALIFORNIA	Department of Employment, 800 Capitol Mall, Sacramento 95814
COLORADO	Department of Employment, 1210 Sherman Street, Denver 80203
CONNECTICUT	Connecticut Employment Security Division, Hartford 06115
DELAWARE	Employment Security Commission, 801 West Street, Wilmington 19899
DIST. OF COL.	United States Employment Service for the District of Columbia, Employment Security Building, Sixth and Pennsylvania Avenue, N.W., Washington 20001; District Unemployment Compensation Board, Sixth and Pennsylvania Avenue, N.W., Washington 20001
FLORIDA	Industrial Commission, Caldwell Building, Tallahassee 32304
GEORGIA	Employment Security Agency, Department of Labor, State Labor Building, Atlanta 30334
GUAM	Department of Labor and Personnel, Government of Guam, Agana 96910
HAWAII	Department of Labor and Industrial Relations, 825 Mililani Street, Honolulu 96813
IDAHO	Department of Employment, P.O. Box 7189, 317 Main Street, Boise 83707
ILLINOIS	Employment Security Administration, Department of Labor, 165 North Canal Street, Room 200, Chicago 60606
INDIANA	Employment Security Division, 10 North Senate Avenue, Indianapolis 46204
IOWA	Employment Security Commission, 1000 East Grand Avenue, Des Moines 50319
KANSAS	Employment Security Division, State Labor Department, 401 Topeka Boulevard, Topeka 66603
KENTUCKY	Bureau of Employment Security, Department of Economic Security, New Capitol Annex Building, Frankfort 40601
LOUISIANA	Division of Employment Security, Department of Labor, Employment Security Building, 2200 Baton Rouge Expressway, P.O. Box 44094, Capitol Station, Baton Rouge 70804
MAINE	Employment Security Commission, 20 Union Street, Augusta 04332
MARYLAND	Department of Employment Security, 1100 North Eutaw Street, Baltimore 21201
MASSACHUSETTS	Division of Employment Security, 881 Commonwealth Avenue, Boston 02215
MICHIGAN	Employment Security Commission, 510 Boulevard Building, 7310 Woodward Avenue, Detroit 48202
MINNESOTA	Department of Employment Security, 369 Cedar Street, St. Paul 55101
MISSISSIPPI	Employment Security Commission, P.O. Box 1699, 1520 West Capitol Street, Jackson 39205
MISSOURI	Division of Employment Security, Department of Labor and Industrial Relations, 421 East Dunklin Street, Jefferson City 65101
MONTANA	Unemployment Compensation Commission, Unemployment Compensation Commission Building, P.O. Box 1728, Helena 59601
NEBRASKA	Division of Employment, Department of Labor, 550 South Sixteenth Street, P.O. Box 1033, Lincoln 68501
NEVADA	Employment Security Department, 500 East Third Street, Carson City 89701
NEW HAMPSHIRE	Department of Employment Security, 32 South Main Street, Concord 03301
NEW JERSEY	Division of Employment Security, Department of Labor and Industry Building, John Fitch Plaza, Trenton 08625
NEW MEXICO	Employment Security Commission, The National Bldg., 505 Marquette NW, P.O. Box 1928, Albuquerque 87103
NEW YORK	Division of Employment, Department of Labor, State Office Building Campus, Albany 12201
NORTH CAROLINA	Employment Security Commission, P.O. Box 589, Jones and North McDowell Streets, Raleigh 27602
NORTH DAKOTA	North Dakota State Employment Service, 207 East Broadway, Box 568, Bismarck 58502; Unemployment Compensation Division, 201 East Broadway, P.O. Box 1537, Bismarck 58502
OHIO	Bureau of Unemployment Compensation, 145 South Front Street, P.O. Box 1618, Columbus 43216
OKLAHOMA	Employment Security Commission, Will Rogers Memorial Office Building, Oklahoma City 73105
OREGON	Department of Employment, 403 Labor and Industries Building, Salem 97310
PENNSYLVANIA	Bureau of Employment Security, Department of Labor and Industry Building, Seventh and Forster Streets, Harrisburg 17121
PUERTO RICO	Bureau of Employment Security, 414 Barbosa Avenue, Hato Rey, San Juan 00923
RHODE ISLAND	Department of Employment Security, 24 Mason Street, Providence 02903
SOUTH CAROLINA	Employment Security Commission, 1225 Laurel Street, P.O. Box 995, Columbia 29202
SOUTH DAKOTA	Employment Security Department, 607 North Fourth Street, Aberdeen 57401
TENNESSEE	Department of Employment Security, Cordell Hull State Office Building, Nashville 37219
TEXAS	Texas Employment Commission, TEC Building, Austin 78701
UTAH	Department of Employment Security, Industrial Commission, 174 Social Hall Avenue, P.O. Box 11 249, Salt Lake City 84111
VERMONT	Department of Employment Security, Green Mountain Dr., P.O. Box 488, Montpelier 05602
VIRGINIA	Virginia Employment Commission, 703 East Main Street, P.O. Box 1358, Richmond 23211
VIRGIN ISLANDS	Virgin Islands Employment Security Agency, P.O. Box 1092, Charlotte Amalie, St. Thomas 00802
WASHINGTON	Employment Security Department, Employment Security Building, P.O. Box 367, Olympia 98501
WEST VIRGINIA	Department of Employment Security, State Office Building, California and Washington Streets, Charleston 25305
WISCONSIN	Wisconsin State Employment Service, P.O. Box 1607, 4802 Sheboygan Avenue, Madison 53701; Unemployment Compensation Department, P.O. Box 644, 4802 Sheboygan Avenue, Madison 53701
WYOMING	Employment Security Commission, ESC Building, Center and Midwest Streets, P.O. Box 760, Casper 82602

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

PENALTY FOR PRIVATE USE TO AVOID
PAYMENT OF POSTAGE, $300
(GPO)

The *Unemployment Insurance Review* is published by the Unemployment Insurance Service of the Bureau of Employment Security with the cooperation of the State employment security agencies and is distributed without charge to personnel of the national and State employment security offices. It is also available on subscription at $3 a year (single copies 30 cents) from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402. In countries other than the United States, Canada, and Mexico, annual subscription is $4.

Subscribers should remit directly to the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402.

Communications regarding editorial matters should be addressed to *Unemployment Insurance Review*, Unemployment Insurance Service, Bureau of Employment Security, U.S. Department of Labor, Washington, D.C., 20210.

Opinions of authors not connected with the Bureau of Employment Security are their own and do not necessarily reflect the views of the *Unemployment Insurance Review* or of the Bureau of Employment Security.

Use of funds for printing this publication approved by the Director of the Bureau of the Budget, January 10, 1964.